

THE A. B. C.
OF
PARLIAMENTARY PROCEDURE.

*A HANDBOOK FOR USE IN PUBLIC
DEBATE.*

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TO THE RIGHT HONOURABLE
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OF THE UNIVERSITY OF BIRMINGHAM,

THIS WORK IS RESPECTFULLY DEDICATED

(BY PERMISSION)

IN APPRECIATION OF HIS MANY NOTABLE CONTRIBUTIONS TO
PUBLIC DEBATE, AND IN RECOGNITION OF HIS GENEROUS
INTEREST IN ALL INSTITUTIONS HAVING FOR
THEIR OBJECT THE RAISING OF THE
TONE OF PUBLIC LIFE.

PREFACE.



THERE was a twofold object before the minds of the authors in preparing this little volume. They desired to collate into a more accessible form the principal facts and features of existing parliamentary procedure, and at the same time to present their work in such style as would make it of assistance not only to Members, or those aspiring to be Members, of Parliament, but to the very large section of the community interested in debating societies, at whose meetings there is always a disposition to adhere more or less to parliamentary practice. The training of young men for public life, which is a direct object of many of these institutions, would be more complete if strict adherence to the model could be generally encouraged; but the first step to this end lies in the simplification of a somewhat complicated subject. It is hoped that the authors have succeeded in doing something toward attaining this simplification.

House of Commons procedure often changes in detail, but its principles follow well-established lines. The subject-matter of such a book as this cannot be original; but the authors, whilst disclaiming any

originality (except in arrangement and method), may fairly claim that the procedure outlined is up-to-date, and that the list of "unparliamentary expressions" is the fullest yet published, being brought down to the reports for 1905. In addition to consulting "Hansard," the authors have made bold to refer to the "Handbook of Rules and Procedure" by Sir Courtenay Ilbert, and to Sir T. Erskine May's great work on "Parliamentary Practice"; they have availed themselves also of suggestions and information obtainable from Hatsell, Palgrave, Turnbull, and Speakers Denison, Brand, Peel, and Gully, and other authorities, to whom acknowledgment is therefore due. To save confusion, most of the subject-matter being the common property of all the authorities named, few references are inserted; but the reader who desires fuller information upon any point can obtain it by consulting these larger works.

Recognising that it would be impossible, if not undesirable, to apply House of Commons procedure in all its strictness to the business of every local debating society, a set of model rules has been included (in the Appendix) which may prove serviceable in guiding those responsible for the conduct of what are called "parliamentary" debating societies. These are to be distinguished from bodies like the Birmingham "Parliament" and the Aston Manor "Parliament," which are conducted on strict lines, each member having a constituency, and the debates corresponding, in form at least, to those in the

National Assembly at Westminster. These rules, which combine the principal regulations of the two local "Houses" named, may of course be modified as occasion and circumstances dictate.

Attention may also be drawn to another feature in the present work, *i.e.*, the inclusion of references to the various duties of the great Officers of State, concerning which the public generally are not surfeited with information.

Whilst no direct reference is made to the duties of chairmen of public bodies or of public meetings, it is thought possible that the information available as to the general lines upon which business should be conducted and order maintained will be useful in that direction also.

W. M. F.
J. C. A.

BIRMINGHAM,
February 1st, 1906.

THE A. B. C.

OF

PARLIAMENTARY PROCEDURE.

Abjuration, Oath of.—This was one of the oaths to be taken by members in former times. It has been superseded by the form prescribed in the Act of 1858.

Absence—(a) OF MEMBERS.—“Leave of absence” is given by the House on account of personal or family illness, or death of a near relation, or urgent business affairs, on motion made, after notice, stating the cause and period of absence. Such a motion is generally made either before the commencement or after the conclusion of public business. “Leave of absence” has been refused.

A member may give either oral or written notice of motion, or both, for an absent member.

No motion or amendment of which notice is obligatory can, however, be moved except by the member in whose name the motion stands on the notice paper.

Exceptions :

1. Moving for an unopposed return.
- 2. Moving for “leave of absence.”
3. A Minister can move for an absent colleague.
4. An “order of the day” may be moved by another member, so also a motion postponing an order of the day, but not to a too distant date, equivalent to when the session is over.

5. Amendments notice of which is not obligatory, but nevertheless given, may be moved by another member, if the one who gave notice does not rise and move the same.

6. Amendments in Committees.

Personal explanations may be given on behalf of another who is abroad.

A question of which notice has been given may be asked by another member when requested by the absent member. So also a member other than the one in whose name the notice of question stands may ask for an answer to a question requiring a prompt reply on account of its containing statements affecting personal character or conduct, and in this case, and also (on the ground of public interest) when questions on the notice paper have not been asked by reason of the absence or otherwise of the member in whose name the question stands, statements may be made thereon, or answers given by Ministers, as the case may be.

(b) OF SPEAKER.—Standing Order 81, s. 1 : “Whenever the House is informed by the Clerk at the table of the unavoidable absence of Mr. Speaker, the Chairman of Committees of Ways and Means shall perform the duties and exercise the authority of the Speaker in relation to all proceedings of the House as Deputy-Speaker until the next meeting of the House, and so on from day to day, on the like information being given to the House, until the House shall otherwise order, provided that, if the House shall adjourn for more than twenty-four hours, the Deputy-Speaker shall continue to perform the duties and exercise the authority of the Speaker for twenty-four hours only after such adjournment.” Standing Order 1, s. 9 : “That the Chairman of Ways and Means do take the chair as Deputy-Speaker when requested to do so by Mr. Speaker without any formal communication to the House.” Standing Order 81, s. 1, also applies, with the necessary changes, to the absence of Chairman of Ways and Means, whose place is then filled by the Deputy-Chairman, and also in the absence of both Speaker and Chairman of Ways and Means, when the

Deputy-Chairman acts as Deputy-Speaker ; this is embodied in Standing Order 81, s. 2.

Address in Reply to Speech from the Throne.—*See KING'S SPEECH.*

Adjournments—(a) ADJOURNMENT OF THE DEBATE.

—Where a motion is made by a member in possession of the House, during a debate, for its adjournment, the debate thereupon must be confined to the matter of such motion, and no member having moved or seconded—even if he seconds by merely raising his hat—any such motion shall be entitled to move or second any similar motion during the same debate; and if the Speaker is of opinion that such motion is an abuse of the rules of the House he may forthwith put the question thereupon from the chair, or he may decline to propose the question thereupon to the House.

When the motion is negatived, it may not be again proposed without some other motion having intervened, or some intermediate proceeding. Hence arises the practice of moving alternately “That the debate be now adjourned,” “That this House do now adjourn,” but the member who moved the adjournment in the first place cannot himself move or second any other question, but he can speak when the latter question has been proposed. A member who has spoken on a debate that has been adjourned cannot speak again when the debate is resumed.

When a member moves the adjournment of the debate, with the intention of having first call on the next sitting of the House, he must confine himself to the bare words of the motion. If the question is affirmed, the mover, when the debate is resumed, may claim precedence, or take part at a later period if he prefers. If the motion is negatived, the mover cannot speak again on the main question (except by the general assent of the House. See case of Mr. Gray, Feb. 16th, 1906, Hansard's “Debates”). When the moment for interruption of business arrives, this or the similar motion for the adjournment of the House, if the question has been proposed, lapses. When the debate on the question “That the debate be now adjourned” is continued until the

business of the House is interrupted and adjourned pursuant to the Standing Orders, the mover, in spite of his motion having lapsed, does not thereby lose the privilege of first speech which he desired by making the motion for adjournment. A member who is speaking when the moment for interruption of business has arrived, and the debate stands adjourned, according to the standing order, is allowed on the next occasion to resume the adjourned debate and go on with his speech. After the House has affirmed the adjournment of a debate, the member who moved it must state the day for resumption, else the original question lapses.

(b) ADJOURNMENT OF THE HOUSE.—The motion for this takes various forms, which may be classified as follows :—

1. As a dilatory motion to supersede the question before the House.

2. A formal motion when the business is disposed of at the evening sitting, either before or after the interruption of business which takes place at midnight.

3. On a question of urgent public importance for the purpose of debate. This is made after questions at the afternoon sitting, and, if agreed to, is taken at the evening sitting.

4. To adjourn beyond the next sitting day (*e.g.*, adjourning during Whitsuntide and Easter).

5. From Friday till Monday. While the Committees of Supply and Ways and Means are open, the House stands adjourned at its rising until the following Monday, unless the House shall resolve otherwise.

6. Adjournment by Speaker at 1 o'clock a.m., without question put, on Mondays, Tuesdays, Wednesdays, and Thursdays.

7. On Fridays, when the business is disposed of, or at 6 o'clock, the Speaker adjourns the House without question put.

8. After the election or re-election of the Speaker, the Speaker-elect puts the question for adjournment.

9. Adjournment caused by absence of a quorum.

10. In case of grave disorder, by Speaker without question put.

11. See page 17.

Class 1 Dilatory motion for adjournment of the House.—This motion can only be proposed by a member who is in possession of the House. In order for it to supersede the question before the House, it must be confined to the words simply “That this House do now adjourn,” without any prefatory words. It cannot be moved while a question for adjourning the debate is before the House, nor can it be amended; the motion lapses if under debate at the moment for interruption of business. If the Speaker is of opinion that this motion is an abuse of the rules of the House, he may forthwith put the question thereupon from the chair, or he may decline to propose the question thereupon to the House.

Class 2. Formal motion.—After the interruption of business at midnight, and on Fridays at 5.30, the remaining orders of the day are read, and this motion is made generally by the Senior Ministerial Whip as soon as these are disposed of. If the business of the House is disposed of before the time arrives for interruption of business, the same applies. On Fridays, although the Standing Order and usage allow the Speaker to adjourn the House without question put on the completion of business, still the question is generally put in order to allow an opportunity for any serious inquiry from the Government. As no opposed business can be taken after 12 or 5.30, this formal motion cannot be divided on when the question is put, nor can it be amended. The Speaker simply declares “the ayes have it,” and leaves the chair if his decision is challenged when he first says “*I think the ayes have it.*”

Class 3. Adjournment on matter of urgent public importance for purposes of debate.—This is Standing Order 10, and is to this effect. A member making this motion must do so after questions, and before “matters taken at the commencement of public business,” or, if there be none, before “orders of the day” or “notices of motion” have been entered upon. He must rise in his place saying that he asks leave to move the adjournment of the House for the purpose of discussing a definite matter of urgent public importance, and states the matter. (If the Speaker thinks that

the motion is not definite, or the matter unimportant or not urgent, he disallows it (*a*). Where he allows it, the House has to decide, by giving or withholding the requisite support, whether it is urgent and important.) He then hands a written statement of the subject to be discussed to the Speaker, who, if he thinks it is in order, reads it out, and asks whether the member has the leave of the House. If objection is taken, the supporters of the motion are requested by the Speaker to rise in their places, and if more than forty rise, the Speaker calls upon the member asking leave. Where less than forty, but not less than ten, rise, the member may, if he thinks fit, demand a division upon question put forthwith to determine if such motion may be made. Except with the requisite leave or support, it cannot be made. If either is obtained, the motion is taken at the same evening sitting before all other matters, and the question proposed is "That this House do now adjourn." The right to move this motion is subject to certain restrictions, viz.,

The motion must not—

Revive discussion on matters discussed in the same session ;
Anticipate a matter appointed for consideration, or on the notice paper ;

Raise a question of privilege, nor a matter to be dealt with by a substantive motion after notice
(*I.e.*, the discussion must be limited to the exact subject for which leave has been given).

The mover has no right of reply.

Not more than one—

- (*a*) Such motion can be made at same sitting ;
- (*b*) Matter can be discussed on the same motion.

Class 4. Motions for adjourning during Whitsuntide, Easter, or the autumn holidays.—These are proposed by a Minister at the commencement of public business, and without notice, but if notice is given, this may be placed either as above or among the other notices of motion, *e.g.*, at the conclusion of the sitting.

(*a*) The question of "definiteness" is for the Speaker : that of "urgency" for the House, with certain limitations. (Decision of Mr. Speaker Gully.)

These motions give an opportunity to any member to range over the gamut of public topics except those matters of which notices stand on the notice paper. The motion is put either "That this House at the rising of the House this day do adjourn till —," or "That this House do now adjourn till —." As the motion is a substantive one, the mover has a right of reply.

Class 5. Adjournment from Friday till the following Monday.—This is usually moved by the Senior Ministerial Whip, and only operates before the Committees of Supply and Ways and Means are open, and after they are closed, as in the event of an autumn session for the purpose of getting through some urgent measures. While these committees are open the House by standing order stands adjourned until Monday, unless the House shall resolve otherwise.

Classes 6 and 7. These are governed by standing orders.

Class 8. This is governed by immemorial usage, etc.

Class 9. In this case the Speaker adjourns the House without question put until the next sitting day.

Class 10. This is Standing Order 21.

Class 11. As a mark of respect to deceased members, on occasions of royal funerals, royal marriages, and Sovereign's birthday.

Administration, The.—*See* CABINET.

Admiralty, First Lord of the.—He is the political head of the Commissioners for executing the Office of Lord High Admiral of the United Kingdom, and has a seat in the Cabinet. Chosen for administrative ability, not for knowledge of naval affairs, as these are looked after by four Sea Lords. Has to do with the government of the Royal Navy and such of the maritime affairs of the nation as do not come under the control of the Board of Trade.

Affirmation.—Members who object to be sworn may affirm by statutory right to do so.

Afternoon Sittings.—*See* BUSINESS OF THE HOUSE.

Agenda Paper.—This is the notice paper of the House. There is the “Blue Paper” issued on the morning after each day the House sits, and a reprint known as the “White Paper” issued just before the beginning of the sitting. When there are two sittings of the House each of these contains the afternoon agenda as well as the evening agenda, marked as “Subject to alterations consequent on the afternoon sitting.” There is also another “White Agenda Paper” issued shortly before the evening sitting, showing the alterations consequent on the sitting in the afternoon.

Allegiance, Oath of.—This is the oath taken by the Speaker and all members who take the oath, and is as follows:—“I, A. B., do swear that I will be faithful and bear true allegiance to His Majesty King Edward, his heirs and successors according to law. So help me, God.”

Amending Notice of Motion.—A member may alter or modify a notice of motion which stands in the notice paper by handing to the Clerk at the table the amended notice, provided this does not materially alter the terms of the original notice; otherwise any precedence attaching to the original notice will be lost. The amended notice should not be given in later than the sitting of the House on a day preceding the one appointed for the motion. The House may by general assent agree to the alteration proposed when notice of the alteration has not been given, but should it not, then a renewal of notice must be given for the altered or amended motion.

Amendments.—These are alterations or corrections proposed to be made to the main or original question in order to allow the proposers to vote in its favour, as without amendments they must either vote against the main question or not vote at all.

The other form of amendment, in the extended sense, is really a counter-motion or new question, either wholly or partly opposed to the original question, and the question asked or put is, not whether the main question or the proposed amended question

is approved, but whether the portion of the main question proposed to be removed shall be removed, in order to graft the counter-motion or amendment on the part of the main question that stands (generally the word "That" only).

This preliminary question is logically the only one that can be put, but this fact has not yet been grasped by chairmen of public meetings. It is wrongly supposed that a person who objects to both the original question and the proposed amendment or proposed substituted new question would favour the main question by voting "aye," "That the words proposed to be left out stand part of the question." He does nothing of the sort, however, by so voting; he merely declares himself against the proposed amendment. After the proposed amendment is disposed of, then he can vote when the original question is again put finally as if no amendment had been proposed. Alternatively he may vote with the "noes," "That the words proposed to be left out," etc., indicating that he is desirous of the main question being altered to make way for an amendment, and may also vote with the "noes" when the proposed amendment is put either on the question "That those words be there added," or on the main question as amended, "That, etc., etc."

It should be noted that the debate that follows an amendment of the nature of a resolution includes both the purpose of the motion and amendment, as these subjects are simultaneously submitted to the consideration of the House as alternative proposals. Where an amendment is to leave out words only, or to add words only, the debate should be kept to the desirability of omitting or adding those words.

There are three classes of amendments :—

1. *Leaving out certain words.*
2. *Inserting or adding certain words.*
3. *Leaving out certain words to insert or add others.*

This last is generally the type of amendments of the nature of proposed resolutions or counter-motions, and is a combination of 1 and 2.

All amendments must be relevant to the question or to the

proposed amendment which they are intended to vary (exceptions: Speaker leaving chair ; Supply and Ways and Means), and should be so worded, that, if agreed to by the House, the question as amended, or the amendment as amended, would form an intelligible and consistent whole.

The time for moving an amendment is after a question has been proposed, and before it has been put.

No precedence attaches to the member who has given notice of an amendment, nor can members claim, unless they rise to speak, to be called in the order in which their notices stand when a series of amendments are proposed to be made to a motion.

An amendment cannot be moved which revives a question on which the House has in the current session expressed its opinion, nor which anticipates a motion or amendment of which notice has been given, or the matters in an order of the day, or which is at variance or not consistent with words already agreed upon in the motion.

A merely expanded negative is inadmissible. So also is an amendment that is irregular in form.

It should be noted here that, if the previous question be moved, no amendment is admissible to the main question, and the previous question cannot be moved upon an amendment, but can be put on the main question as amended.

Mode of proposing several Amendments.—No amendment may be proposed to an earlier part when a later part of the question has been amended, or a question proposed for its amendment, unless the question proposed is by leave withdrawn. Each amendment should be proposed in the order, if agreed to, that it would stand in the amended question. No amendment can be proposed to words already agreed to, except by adding other words thereto, if proposed at the proper time. So also when the House has agreed to insert or to add words these may not be amended, except by addition of words different in effect from those omitted by the amendment.

[NOTE.—In the case of the stages of a Bill, you cannot propose an amendment simply to add words after the House has

decided that the words proposed to be left out stand part of the question, nor to the question for reading the Bill a second time, nor can an amendment be made except it is of the nature of an alternative resolution, or proposes to leave out the word "now" and add "three," "six," or any number of months. See Class 3 of AMENDMENTS.]

No amendment is allowed on the question "That the House at the rising of the House do adjourn till," except as to the day.

Amendments to Proposed Amendments.—The original question is for the time being laid aside, and the first amendment is put as a substantive question, and the second amendment is treated as an ordinary amendment. When the first amendment is to insert, to omit, or to add words, a second amendment may be proposed without regard to the main question itself, which will be dealt with when the amendment has been disposed of.

(a) *Proposed Amendment to leave out Words.*—Amendment to this to leave out some of the words proposed to be omitted. The first amendment is here treated as the main question, and the question first put is, "That the words proposed to be left out stand part of the proposed amendment." If this is affirmed, the next question put is, "That all the words proposed to be left out by the first amendment stand part of the original question." But if it is negatived, the next question is, "That the words summed up in the amendment as amended stand part of such original question" (*i.e.*, to leave out the remaining words only of the first amendment).

(b) *Proposed Amendment leaving out Words and adding others.*—If the House resolves that the words to be left out shall not stand part of the question, then, as soon as a question is proposed for inserting or adding the words of the amendment, to this an amendment may be moved to leave out certain words and substitute others. The question here put is, "That the words proposed to be left out [of the first amendment] stand part of the question." If affirmed, the next question is, "That those words [of the first amendment] be there added." If this is in turn affirmed, the main question as amended is put. An amendment

to a proposed amendment cannot be moved to leave out all the words of this proposed amendment; the first amendment must be defeated before the second amendment can be moved.

Examples.—Amendment to second reading of a Bill in the form of a resolution, and at the same time being a vote of censure. Conspiracy to Murder Bill.—To leave out all the words after “That” and to add, “This House hears with much concern that it is alleged that recent attempts on the life of the Emperor of the French have been devised in England, and expresses its detestation of such guilty enterprises. That this House is ready at all times to assist in remedying any defects in the criminal law which, after due investigation, are proved to exist, yet it cannot but regret that Her Majesty’s Government, previously to inviting the House to amend the law of conspiracy by the second reading of the Bill at the present time, have not felt it to be their duty to make some reply to the important despatch received from the French Government dated Paris, 20th January, 1858, and which has been laid before Parliament,” instead thereof. Land Values (Assessment and Rating) Bill.—On second reading, to leave out all the words after “That” to the end of the question in order to add the words “No change in the incidence of local taxation will be satisfactory which does not recognise the unfairness of the existing charges and make further provision for the equitable contribution of all kinds of property to such taxation,” instead thereof.

We will deal now with Class 3, the type of amendment of the nature of a resolution, such as is generally used to try and supersede the question “That the Bill be now read a second time.”

The question first put is, “That the words proposed to be left out stand part of the question.” If this is affirmed, the original question is put, but if negatived, the next question proposed is, “That the words proposed to be substituted be inserted or added instead thereof.” If this is in turn affirmed, the main question as thus amended is proposed. In Class 1, to leave out certain words, the Speaker says, “The original was this,” stating the question in its entirety, “since which an amendment has been

proposed to leave out the words " so and so, which are proposed to be omitted. The question is then proposed "That the words proposed to be left out stand part of the question." If affirmed when this question is finally put, the main question is again proposed and put; if negatived, the next question proposed is the main question as amended, to which an amendment may be moved either for the insertion or addition of other words.

In Class 2, where the amendment proposes to insert or add words, the question first proposed is, "That those words [the proposed words] be there inserted or added." If affirmed, the words are added or inserted, and then the next question proposed is the main question so amended; if negatived, another amendment may be proposed to insert or add other words than those of the preceding amendment.

Amendments of the type of Class 3, *i.e.*, of the nature of a new question or resolution, are generally given precedence over amendments of Classes 1 and 2.

All amendments must be seconded. An amendment cannot be withdrawn in the absence of the member who proposed it, and a motion cannot be withdrawn when an amendment has been proposed until the amendment has been first withdrawn.

When it is proposed to leave out from [a particular word] to [another selected word], the words determining the limit should not include any word which is proposed to be omitted.

Answers.—*See* "Notices of Questions" and "Questions" under SPEAKER, and under BUSINESS.

Anticipation, Rule against.—A motion cannot be revived in the same session. A motion is out of order which anticipates an order of the day, a notice of motion, or an amendment set down for a future day, also any matter of which public notice has been given in the House when notices are given, or a notice of motion for which no special day has been fixed on the notice paper, a motion for leave to bring in a Bill that includes the matter to be proposed by the motion, or a Bill appointed for "consideration."

Attendance of Members.—It is the legal, the statutory duty of every member to attend the House, and unless leave of absence has been granted, a member cannot excuse himself from attending a Committee when his attendance is made compulsory by standing or other orders. Refusal to attend may mean committal to the custody of the Serjeant-at-Arms. But *see* ABSENCE OF MEMBERS and PAIRING.

Attorney-General, The, is the chief officer appointed to manage and defend all State rights, legal affairs, and suits in courts of law in which the Crown is interested; and he also defends the policy of the Government in the House of Commons when legal questions are at issue.

Ayes and Noes.—So soon as debate upon a question is concluded the Speaker rises and says, "The question is —," and after reading it says, "Those who are of that opinion say, 'Aye,'" and "Those who are of the contrary opinion say, 'No.'"

After hearing the voices, the Speaker declares whether in his opinion the ayes or the noes have it, and if his opinion so declared is challenged, the question is determined by a division.

Ballot, The.—The relative precedence of private members' Bills and notices of motions is determined by ballot. A numbered list is hung in the lobby. On the first two days of the session a member may have his name entered, or enter the name of another member, but not both. On the third day the ballot is held and the result is published. To secure precedence he must hand in at the table during the sitting of the House on the third day his notice of motion or Bill. On the fourth day Bills are presented in the order secured by ballot, and days are selected thereupon for second reading. The ballot for notices of motion for days after the first four motion days is taken at the table after questions. Papers with numbers corresponding to the numbers on the list are placed in a box. The Clerk takes out in turn one by one, and the Speaker calls from the list the

corresponding name. To secure precedence, oral notice is then given, and also a written notice during the same day. Notices cannot be given for days later than the fourth subsequent day on which notices of motion have precedence.

Bar of the House.—New members (not elected at a general election) wait at the bar until called upon by the Speaker to come to the table to take the oath, etc. Members presenting Bills with and without a previous order of the House wait at the bar until called upon by the Speaker, but Ministers are excused. The bar forms one of the boundaries of the House proper.

Bills, Public.—These are Bills relating to matters of public policy, and having for their object the alterations of the general laws.

The ordinary stages are preparation, first and second reading, Committee, report, third reading, consideration of Lords' amendments, royal assent.

Bills may be introduced by members in two ways:—

1. In pursuance of an order of the House made on a motion for leave to bring in a Bill or
2. By presenting them at the table without an order of the House. (This was the old way.)

Notice is required in either case for leave to bring in a Bill, or of the intention to present a Bill under the old way. Notice is placed on the paper: "Mr. A. B.—Bill to [amend the laws relating to poaching]." The Speaker calls on Mr. A. B., who silently lifts his hat, indicating thereby that he moves this motion, and then the Speaker proposes the motion: "The question is that leave be given to bring in a Bill" (adding its title).

Standing Order 11 says, "If such a motion be opposed the Speaker, after permitting, if he thinks fit, a brief explanatory statement from the member who moves and from the member who opposes any such motion respectively, may, without further debate, put the question thereon, or the question that the debate

be now adjourned." In an important Government Bill, such as the Licensing Bill, 1904, the question for leave was debated by many members before the question was put. (This question may be debated, but is not as a rule.) No dissent being expressed, the Speaker turns to the member, and says: "Who will prepare and bring in the Bill?" Thereupon the member, rising in his place, reads all the names backing the Bill except his own, adding after the last name, "and myself." One backer is sufficient, but it is usual to have more.

The member, having already obtained from the Public Bill Office what is called a "dummy Bill," inscribed with the title of the Bill, and with the name or names of the member or members by whom it is to be prepared and brought in, then goes from his place to the bar of the House (in pursuance of Order 10th December, 1692) with this endorsed dummy, and waits there until he is called by the Speaker. On being called on by name by the Speaker, he answers, "A Bill, sir." The Speaker says, "Bring it up." He goes from the bar to the table, bringing the Bill with him, and hands it to the Clerk of the House, who thereupon reads the title as endorsed. The Speaker then *sotto voce* asks, "What day?" and the member names a day, which is repeated aloud by the Speaker, and the second reading is then an order of the day for the day named:—

"Poaching Bill, Bill 105.—Ordered, that leave be given to bring in a Bill to amend the laws relating to poaching; and that Mr. A. B., Mr. C. D., Mr. E. F., and Mr. G. H. do prepare to bring it in. Mr. A. B. accordingly presented a Bill to amend the laws relating to poaching; and the same was read the first time, and ordered to be read a second time upon ———, and to be printed."

The Bill itself is handed in afterwards at the Public Bill Office in order that it may be printed and circulated for the House. According to the present method, where a Bill is presented by a member without an order of the House, the member who has obtained a "dummy Bill" *ut supra*, having endorsed it as "presented" by that member and "supported" by any other members

who wish their names to appear on the back of the Bill, presents the Bill by bringing it up to the table when his name is called by the Speaker and giving it to the Clerk of the House. The title is then read by the Clerk, the Bill is deemed to have been read a first time, and the member presenting it names a day for the second reading, the Speaker repeating the day named, and the Clerk noting it:—

“Poaching Bill, Bill 105.—Ordered to be read a second time on ———, and to be printed.”

Presentations of Bills and motions for leave to bring in Bills may be taken at the commencement or close of public business. The names on the back of a Bill must not exceed twelve.

Amendments may be moved to leave out “now” from the question “That the Bill be now read a second time,” and to substitute three or six months, or any other time. The question may also be superseded by an amendment to leave out all or some of the words after “That” and to substitute words stating the object and motive on which the opposition is founded. This must be strictly relevant to the Bill, and must not deal with the details thereof.

Blocking a Bill.—At 12 o'clock midnight, the hour of interruption, and at 5.30 p.m. on Fridays, no opposed business can be taken. Any member can block by simply raising his hat, saying, “I object,” and the matter is put off to the following day of sitting, when the same may be gone through by continuing the debate until the hour of interruption. But “blocking a Bill” can seldom, if ever, occur in local Houses of Parliament.

Board of Trade, The, considers matters especially relating to trade and the colonies. It is composed of a President, a Vice-President, and several high officers of state, although it is practically managed by a President and Parliamentary Secretary, who are responsible. It has the general superintendence of all matters relating to merchant ships and seamen, and exercises supervision over railways, registration of joint stock companies, etc. It also collects and publishes statistics of the revenue, trade,

commerce, wealth, population, etc., of the United Kingdom and its dependencies, as well as of foreign countries.

Budget, The.—The great spending departments make out their statements to the end of the financial year, March 31st. These papers are laid before Parliament in the form of a Budget, *i.e.*, a bag of papers, or more literally a bundle of statements, which are expounded to the House and accepted, modified, or rejected. In this statement the Chancellor of the Exchequer develops his views of the resources of the country, gives his calculations of probable income and expenditure, compares and contrasts this with previous years, and states whether the taxes are to be increased or diminished, and in what directions. If the taxes have produced more than required, the surplus remaining is used to reduce the National Debt and is not carried forward to the succeeding year's expenses. He founds the "Budget" statement upon the first resolution he proposes in Ways and Means, but the statement has been made in Committee of Supply, in the Committee on the Exchequer Bills Bill, and in Committee on Customs Act. The statement has also been made by the First Lord of the Treasury. The resolutions are afterwards reported to the House and brought in in the form of Bills. During the last century two Ministries have retired from office by being defeated on the Budget statement, Lord Derby's in December, 1852, and Mr. Gladstone's in June, 1885.

Business of the House.—This is at present arranged as follows :—

2 p.m. Private business ; private and provisional order Bills.

Presentation of public petitions.

Unopposed returns.

Motions for leave of absence (or after the time for interruption).

New writs.

2.15 „ Questions to Ministers and other members.

2.55 p.m. Question for adjournment on a matter of urgent public importance or relating to public business of an important nature.

Introduction of new members.

Public notice of intended motion (or after close of public business).

Motions for leave to bring in a Bill, and presentation of Bills (also after close). This marks a distinct stage which immediately precedes the reading of the orders of the day.

3 ,, Government business.

7.30 ,, Suspension of sitting.

9 ,, Evening sitting. Adjourned private business ; motion for adjournment.

Government business.

12 ,, Interruption of Government business.

1 a.m. House adjourns without question put unless previously done or Standing Order suspended.

The ordinary public business consists of (a) orders of the day, *i.e.*, a Bill or other matter which the House has ordered to be taken upon a certain day ; (b) notices of motions.

Orders of the Day.—By the Standing Order the Speaker directs the Clerk to read these without any question being put, in the order in which they are on the notice paper.

Notices of Motions.—These are called over by the Speaker in the order in which they stand on the notice paper, and if a member does not then rise he loses his turn.

Answers to Questions.—The Speaker calls successively each member asking a question, who, rising, does so by reference to its number on the notice paper. When he himself is not present to ask it, or some other member deputed to do so, the Minister or member to whom it is addressed may make a statement upon the question, but a Minister may decline to answer on the ground of public interest or some other ground. In answering the member is not to debate the matter to which it refers, but a further question may be put arising directly out of that

question or of the answer to it. When the answer is deemed unsatisfactory, the parliamentary course is to say, "In consequence of the answer just given, I shall call attention to the matter in Supply," or "shall take an early opportunity of calling the attention of the House to the matter and move a resolution."

Notices of Questions.—Notices of questions to a Minister or to another member are to be given in writing to the Clerk, without reading them *viva voce*, unless the sanction of the Speaker to any particular question is previously obtained. The notice should also give the name of the member asking the question and the date for the answer. If the member asking the question is not present, or any other member deputed by him, unless the member has intimated his desire to postpone the question, it drops.

A question requiring a prompt reply (*e.g.*, one affecting personal character or conduct) may be put by another member in case the question be not put by the member in whose name it stands.

Questions put to a Minister should relate to public affairs with which he is officially connected, to proceedings pending in Parliament or any other matter of administration for which he is responsible.

Questions put to other members relate to Bills, motions, or other public matters connected with the business of the House in which such members are concerned.

The notice paper must not publish names or statements unless strictly necessary to make question intelligible, nor make statements unless the member vouches for their accuracy, nor contain any argument, opinion, inference, imputation, epithet, or ironical expression, nor refer to past debates or answers given in the same session, or to unreported Committee proceedings. Nor can an expression of opinion be sought in the solution of an abstract legal case or hypothetical proposition. A question may be asked as to the character or conduct of any person in his official capacity only, but may not reflect on any one whose conduct can only be challenged on a substantive motion. A question fully answered cannot be renewed.

Cabinet, The, is formed of the highest officers of state selected by the Prime Minister as his advisers in all matters of importance. In theory it is nothing but a committee of the Privy Council, and the Prime Minister alone is selected by the Sovereign. The selection of the members of the Cabinet rests with the Prime Minister, subject to Royal approval, but although he is the head of the administration, yet he meets all his colleagues in council upon equal grounds. No secretary or clerk is present at Cabinet meetings, and the members are sworn to secrecy. Every Cabinet Minister must be a Privy Councillor. The Prime Minister's office is now officially recognised, and social precedence has been given to him; he takes precedence of all peers, whatever their rank, except the Lord Chancellor of England, and of every officer of state. His place is after the Archbishop of York. The number of Ministers in the Cabinet may vary from thirteen to twenty-two. The President of the Local Government Board, for instance, is now always a member, but it was not so at the first appointment to this office. Such members of the Cabinet as are in the House of Commons on accepting office must submit themselves for re-election, and thus obtain approval from the people as well. The Prime Minister may be either a peer or a commoner. As there is no salary attached to the Premiership, he generally holds some other paid office. Besides the principal executive officers of state included in the Cabinet, the Premier often invites prominent supporters to take unsalaried offices with Cabinet rank. Certain of the Ministers are entitled to an official residence, and, with certain restrictions, to pensions.

Casting Votes.—If the votes are equal after a division the Speaker gives the casting vote, and may state his reasons for taking the side in whose favour he votes; but he almost always votes in such a way as to postpone the settlement of the question. In Committee, the Chairman has also a casting vote.

Chairman of Committees.—Presides whenever the House is in Committee, and is elected at the first meeting of Committee

of Supply on a motion from the Treasury bench. If opposed, the election is decided with the Speaker in the chair.

He never votes in Committee unless it appears on a division that the votes are equal.

In the absence of the Speaker, he presides as that officer's deputy, but is only appointed from day to day. He calls upon members as they rise to speak, puts the questions, and maintains order. Is addressed by name, "Mr. Chairman," "Mr. Lawson," "Sir."

If it is the pleasure of the Committee he will direct words objected to to be taken down in order that the same may be reported to the House.

When the business of the Committee has been considered, the Chairman is instructed to report the same to the House; when the business has not all been considered, the Chairman is directed to "report progress and ask leave to sit again." This motion may be made at any time if the mover is in possession. A motion that the Chairman do now leave the chair, if carried, supersedes the further proceedings of a Committee, and the Speaker resumes the chair. In the House ordinarily, the Chairman of Committees speaks and votes like any other member.

Chairmen, Temporary Panel of.—The Speaker nominates, at the beginning of every session, a panel of not more than five members to act as temporary chairmen of committees when asked by Chairman of Committee. They cannot put the closure.

Chancellor, Lord.—The Lord High Chancellor, or Lord Keeper of the Great Seal, is Speaker of the House of Lords, or prolocutor by prescription. He is not necessarily a member, and, although president of a deliberative assembly, he is invested with no more authority than any other member. Upon points of order, if a peer, he may address the House; if not a member, he simply puts questions and does other formal acts. Members address the House, not the Lord Chancellor, but if he rises with another peer to speak it is customary to give him precedence.

As the woolsack is outside the House proper, when the Lord Chancellor rises he has to take two or three steps forward. He has no casting vote. Voting is by "contents" and "non-contents," equivalent to "ayes" and "noes" respectively. In case of an equality of voices, the non-contents have it, and the question is declared to have been resolved in the negative.

Chancellor of the Duchy of Lancaster, The, manages the property of the dukedom of Lancaster, which at one time belonged to the Sovereigns of England, but is now State property. The office has at various times been held by a member of the Cabinet, and is generally given to a prominent supporter, whose advice the Premier requires.

Chancellor of the Exchequer, The, is Under Treasurer and Lord High Treasurer of Ireland, and holds the seal of the Exchequer. He is the principal finance Minister of the Crown, and has chief control over the public revenue and expenditure, the details of which are annually submitted for revision. The office is sometimes held by the Prime Minister, but only when he is a member of the House of Commons.

Change of Government.—Each Minister has to answer for the good management of his own department, and his conduct is open to discussion by the House. All his colleagues will usually do their best to defend him; if the vote should go against him, the Government generally resign, if a question of important policy is involved.

If Ministers think their policy is approved of by the country, although not by the House, they advise the Sovereign to dissolve Parliament; but if they think their policy displeasing to both House and country, they tender their resignation, and a new Government at once takes their place; after the names and offices of the members of the Cabinet are announced to the House, a general statement is made of the policy they intend to pursue.

Chaplain (Mr. Speaker's).—Appointed by the Speaker, and reads prayers at 2 p.m. This was formerly done by the Clerk.

In case of accidental absence of the Chaplain, Mr. Speaker reads prayers.

Chiltern Hundreds.—A member, duly chosen, cannot relinquish his seat; and so, to evade this, accepts office under the Crown, by doing which he legally vacates his seat and obliges the House to order a new writ.

The offices are those of steward or bailiff of His Majesty's three Chiltern Hundreds of Stoke, Desborough, and Bonenham, or of the manors of East Hendred, Northstead or Hempholme (Escheator of Munster abolished). The appointment is under the hand and seal of the Chancellor of the Exchequer. After the original issue of writs for a new Parliament, all subsequent writs are issued out of Chancery by Speaker's warrant, when the House is sitting upon the order of the House of Commons.

Clauses of a Bill.—In Committee of the whole House, the Chairman calls the clauses in their order by stating the number of each clause.

If it is proposed to move any amendments on a clause, he puts them in their proper order, and calls on the member or members who have given notice of or expressed their desire to move amendments by stating the line in which each amendment is to be made and the words proposed to be left out or inserted. Members should watch carefully the progress of a Bill, for if the Committee have amended a later line or words in the same clause, amendments cannot be made in an earlier part.

An amendment to leave out all the words after "That" is not allowed, the proper course being to negative the question "That this clause," etc., and bring in a new clause at the proper time.

An amendment must be relevant to the subject-matter of the Bill and clause proposed to be amended, not inconsistent with or contradictory to the Bill as so far agreed to by the Committee, and the clause must be coherent if the amendment is made. If an amendment refers to or is not intelligible without a subsequent amendment or schedule, notice of the subsequent amendment or schedule ought to be given before or when the first amendment

is moved, so as to make the series of amendments coherent as a whole.

The Chairman has power to select from concurrent amendments, and to determine the place in which an amendment ought to be moved.

If the clause is amended, the question is put "That this clause as amended stand part of the Bill," if not amended, "That this clause stand part of the Bill."

When a Bill has been read a second time, notice of amendments to its clauses should then be given.

Amendments appear on the notice paper in the order of the matter to which they relate, or, if relating to the same part of the Bill, then in the order as handed in; except that amendments by the member in charge of a Bill take precedence of all others relating to the same words in a clause.

Amendments may be withdrawn by leave before the voices are collected.

Amended clauses cannot be postponed; but postponed clauses, except otherwise ordered, are considered after the remaining clauses and prior to bringing up new clauses.

New clauses: These are taken after the original clauses are disposed of, and before schedules, if any. The Chairman calls the member in whose name the new clause stands, and the member brings up the same to the table and moves it, the Clerk reading the marginal note, and it is then deemed to be read a first time. Then the question is put "That this clause be read a second time." If agreed to, may be amended, and if amendment made question put "That this clause as amended be added to the Bill." If amendment negatived, question put "That this clause be added to the Bill."

New Schedules: Offered after original schedules disposed of, and proceedings similar to "new clauses."

Clerk of the House.—Appointed by letters patent by the Crown for life. Is the chief officer of the House, and attends the House while Speaker or Deputy presides. Addressed by members

when Speaker is elected or re-elected, and if more than one Speaker proposed, puts the question. Administers the oath of affirmation to members. Presents new members to the Speaker. Notice in writing of questions must be given to him. Orders of the day are read by him. The Speaker directs the Clerk to take down words immediately after utterance in debate on member objecting. He reads titles of Bills, and performs many other routine duties, besides acting generally as members' adviser on points of procedure.

Clerks, Assistant.—Two in number, appointed by the Crown under the sign-manual on recommendation of Speaker. Sit on left hand of Clerk. Receive notices of motions, Bills, etc., questions, amendments to be entered on notice paper, and also prepare notice paper showing the agenda for each day. When the House is in Committee, the Clerk does not remain, but his seat is occupied by the Chairman, and the chief clerk assistant acts as Clerk of the Committee.

Clerks, Division.—These take down names of members in lobbies during a division as they go through the turnstiles marked "A to J," "K to Z." They have sheets with all the names of the members, and these are ticked off as members pass through these divisions, and they are counted by the tellers as they pass out of the lobby door.

Clerk of the Crown in Chancery in Great Britain, at commencement of a new Parliament, delivers to Clerk of the House a list of the names of members returned. After a general election every member on coming to the table to be sworn is required to produce his writ or certificate showing that his return has been certified by the Clerk of the Crown, and give it to the Clerk of the House, then to take the oath or affirmation, sign the roll, and be introduced to the Speaker.

Closure, The.—This may be moved whilst a member is speaking, and is "That the question be now put." Unless it

appears to the chair that it is an abuse of the rules of the House, the question is to be put forthwith without any debate or amendment, and can be decided in the affirmative only if not less than 100 vote in the majority in support of the motion. As without some further provision the House might be unable to complete the matter then in hand, when the motion has been carried and the question consequent thereon decided, without any further closure motion, the right is given to claim, with the assent of the chair, that such further question be put which may be requisite to bring to a decision any question already proposed from the chair, no second closure motion or question "That the question be now put" being necessary. In this case (unless he dissents) the Speaker puts seriatim each such question forthwith. Thus, supposing there is an amendment to a motion, the closure is moved on the amendment "That the question be now put." This is affirmed. Amendment question put accordingly, and negatived. Main question again proposed. Here a debate might still go on on this question, but a member claims "That the original question be now put," and forthwith the main question is put.

Committee of the Whole House.—After a Bill has been read a second time and ordered to be committed on a day named by the member in charge of the Bill, on the "order of the day" being read on that day the House resolves itself into a Committee on the Bill, unless upon notice given an instruction is moved and proposed from the chair. The Speaker leaves the chair without any question put, and the Chairman takes the chair ordinarily occupied by the Clerk. If the Chairman is not present, some member usually nominated from the Treasury bench takes the chair, but if objected to, the Speaker returns to the chair and puts the question that Mr. So-and-so shall take the chair, the House deciding who shall take the chair.

In Committee a member addresses the Chairman, *e.g.*, "Mr. T., sir," and speaks standing and uncovered, as when the House is sitting. A Committee can only consider those matters referred

to them by the House. A division in Committee must have two tellers for each side, as in the House. Motions in Committee do not require a seconder, and a member can speak more than once on the same question. The previous question cannot be moved, but the closure can be put. If the proceedings in Committee are not concluded at the time for rising, the Chairman is directed to "report progress and ask leave to sit again." If it is desired to supersede the business, a motion is made "That the Chairman do now leave the chair." If carried, it supersedes the further proceedings of the Committee (the same with motion "That the Chairman do report progress," or the same from a quorum not being present). When fully considered, the Chairman puts a question "That I do report this Bill with (or without) amendments to the House," and if agreed to, leaves the chair without question put, and the Speaker resumes the chair, whereupon the Chairman approaches the steps of the Speaker's chair and reports "they had gone through the Bill and had made amendments" or "several amendments thereunto," or if no amendments made "they had gone through the Bill and directed him to report the same without amendment."

When the time for interruption of business arrives, the Chairman leaves the chair without question put, and reports "that the Committee have made progress and ask leave to sit again." The member in charge of the Bill, when asked by the Speaker "What day?" names the day for resuming proceedings in Committee, which having arrived, and the "order of the day" read, the Speaker leaves the chair without question put.

An amended Bill means an additional stage—the report stage: "Ordered, that the Bill as amended in the Committee be taken into consideration upon _____ and be printed." When this order of the day is read the House proceeds to take the Bill into consideration.

When not amended it is ordered that the Bill be now read the third time.

Notice of amendments to clauses of a Bill is not obligatory, but as a rule notice should be given. Such amendments

may always be moved by members other than the member in whose name the amendment stands (as a member is not bound to move the amendment standing in his name), but a member has been prevented from doing this when the amendment stood in the name of a Minister who was the leader of one of the parties in the House, the Speaker ruling that he alone could move it ; the occasion being most exceptional.

Complicated Questions.—The House may order such questions to be divided, *e.g.*, when two or more separate propositions are embodied in a motion or in an amendment, the Speaker draws the attention of the House to the circumstance, and if objection be taken he puts the question on such propositions separately, restricting debate to each proposition in its turn.

Conduct of Members (not speaking).—Every member when he comes into the House should take his place, and not move about or stand in the passages.

Members entering or leaving or moving to any other part of the House during debate do so uncovered, and should make an obeisance to the chair in passing to or from their seats. No member may pass an imaginary line between the chair and a member who is speaking, nor between the chair and the table.

No member may read a newspaper, letter, book, etc., for amusement, or for business unconnected with the debate.

Members are to maintain silence, and must not clap, hiss or interrupt a speaking member in any disorderly manner.

A member must withdraw when his conduct is under debate after he has heard the charge and been heard thereon.

A member may call the Speaker's attention to a point of order either by rising to order or by crying "Order" or "Chair."

Conduct of Members (when speaking).—*See DEBATE ; and see also HOUSE OF LORDS.*

Debate, Rules of.—A member who desires to speak must rise in his place uncovered, and on the Speaker or Chairman

calling him by name he must address all his remarks to him, it being irregular and out of order for a member to address his speech to the House or to any party on either side of the House. Exception as to speaking standing: sickness or infirmity, by acquiescence of the House.

If two or more rise at the same time, the member whose name is called is entitled to speak. Precedence is given to a new member who has not already spoken in that Parliament. A member who has moved successfully the adjournment of the debate is entitled to speak first if he rises at the proper time, and a member who is speaking when the debate stands adjourned is entitled to resume the adjourned debate. Every member has a right to express his opinion on a question, and the proper time is *after* a question has been proposed by the Speaker, and before the voices are collected.

A member can only speak when there is a question before the House, or when he intends to conclude with a motion or amendment, except—(1) to put a question to a member or to answer a question put; (2) to explain personal matters; (3) to speak to a question of order; (4) in the case of a Minister to make a statement.

If the Speaker rises the member speaking or offering to speak must sit down at once.

No member may speak twice on the same question, except—

1. To explain his speech, if misunderstood.
2. In Committee.
3. To reply.

A reply is only allowed to the mover of a substantive motion. This includes the mover of a substantive motion for the adjournment of the House, but not a member who addresses the House in moving an "order of the day," nor the mover of an amendment of an adjournment during a debate of the previous question, or of an instruction to a Committee.

A reserved speech is allowed to the mover of an "order of the day," who does so by bowing or raising his hat (and this can be used as a reply speech); to the member who seconds a substantive motion in a similar way.

Rules regulating the Speech.—It must not be read from MSS., but he may refer to notes, and may read extracts from documents.

A member (1) Must speak to the question under discussion, and where more than one question has been proposed from the chair the speech must be relevant to the last question until it is disposed of, or to a point of order, or question of privilege suddenly arising (except in the case of a motion for the adjournment of the House not during debate, and then he must keep to the motive of the motion). He must not indulge in tedious repetition nor discuss orders of the day or motions of which notice has been given under cover of a motion for adjournment, or discuss a Bill or order on a motion for postponing the same.

(2) Must not, as regards another member, impute bad motives or motives different from those acknowledged, or misrepresent his language, or accuse him of misrepresentations, falsehood, or deceit, or use contemptuous or insulting language. (*See APPENDIX B.*)

(3) Must not make personal allusions or refer to another by name, but by the office or the place he represents, *e.g.*, “the First Lord of the Treasury,” “the Right Honourable,” or “the Honourable Member for ———,” or “the Honourable Member who has just addressed the House.”

(4) Must not allude to a debate of the same session upon any question or Bill not then under discussion, unless to clear up a misrepresentation as to his own conduct or acts. This rule does not apply to different debates upon different stages of a Bill then under discussion.

(5) Must not refer to any proceedings in Committee before the report of the Committee has been presented to the House, nor refer to any matter on which a judicial decision is pending.

(6) Must not reflect on a vote of the House, unless he intends to conclude with a motion to rescind it, nor on the action of the Speaker or Chairman of Committees or others in authority, nor use the King’s name irreverently or to influence a debate, nor use treasonable and seditious language, nor use offensive words against

the conduct, or character, or proceedings of either House of Parliament, nor obstruct the business of the House.

The adjournment of a debate does not enable a member to speak again, but when a new question is proposed, as for the adjournment of the House or the debate, the previous question, or an amendment, members are entitled to speak again, *i.e.*, on such new question.

But a member who has already spoken may speak again on a point of order or a question of privilege suddenly arising. A member who has spoken cannot move or second an amendment or the adjournment of the House or debate or any similar question either in the House or in Committee, so that a member who has spoken without concluding with an amendment cannot afterwards move it.

Again, when a member has moved or seconded an amendment or the adjournment of the debate, etc., which is negatived, he forfeits his right to speak on the main question.

If a member objects to words used in debate, he must immediately desire that they be taken down, and he must repeat the words. If the Speaker or Chairman thinks that the words are disorderly, he ascertains the sense of the House or Committee. Immediate complaint to the chair is, however, the best way of dealing with offensive words.

A Minister is not at liberty to read or quote from a despatch or other paper not before the House, unless he be prepared to lay it on the table.

Debate must cease on the question under discussion when the question has been "entirely" or "fully" put by the Speaker or Chairman of Committees. Note the difference between the first "proposal" and the subsequent "putting" of the question.

Demise of the Crown.—The existence of a Parliament is not terminated by a demise of the Crown, but if there is a Parliament, and it is not then sitting, it must immediately meet, and all members take the oath or affirmation afresh. No provision however is made for a demise of the Crown during a general election.

In such a case it would probably be necessary to summon the old Parliament forthwith to meet and to continue as a Parliament until such time as fresh writs could be issued for the general election to be taken over again.

Deputy Chairman.—At the beginning of every Parliament, or from time to time as necessity may arise, the House appoints a Deputy Chairman, who, whenever the House is informed by the Clerk of the unavoidable absence of the Chairman, is entitled to exercise all the powers vested in the Chairman, including those of Deputy Speaker, and he can put the closure, but a temporary Chairman cannot put the closure.

Dilatory Motions.—These are motions for the adjournment of the debate and the House; in Committee, that the Chairman do report progress or do leave the chair. These motions lapse without question put at interruption of business at 12 and at 5.30. The Speaker or Chairman may forthwith put the question thereupon from the chair or decline to do so. Debate on these motions must be restricted to the matter of such motions.

Disorder.—No member must make any noise, disturbance, or interruption whilst another member is addressing the House, or whilst any Bill, order, or other matter is being read or dealt with. Any member infringing this rule is to be called upon by Mr. Speaker by name, and on a motion made may incur the displeasure or censure of the House (Resolution of 22nd January, 1693). The following extracts from Standing Orders are important:—

1. "Mr. Speaker or the Chairman, after having called the attention of the House or of the Committee to the conduct of a member who persists in irrelevance or tedious repetition either of his own arguments or of the arguments used by other members in debate, may direct him to discontinue his speech."

2. "Mr. Speaker or the Chairman shall order members whose conduct is grossly disorderly to withdraw immediately from the House during the remainder of the evening's sitting, and the

Serjeant-at-arms shall act on such orders as he may receive from the chair in pursuance of this resolution. But if on any occasion Mr. Speaker or the Chairman deems that his powers under this Standing Order are inadequate, he may name such member or members according to (3) or he may call upon the House to adjudge upon the conduct of such member or members. Provided always that members who are ordered to withdraw under this Standing Order or who are suspended from the service of the House under (3) shall forthwith withdraw from the precincts of the House."

3. "Whenever any member shall have been named by the Speaker or by the Chairman immediately after the commission of the offence of disregarding the authority of the chair, or of abusing the rules of the House by wilfully obstructing the business of the House or otherwise, then, if the offence has been committed by such member in the House, the Speaker shall forthwith put the question on a motion being made, no amendment, adjournment, or debate being allowed, 'That such member be suspended from the service of the House,' and if the offence has taken place in Committee, the Chairman shall forthwith suspend the proceedings of the Committee and report the circumstance to the House; and the Speaker shall act as already indicated as if the offence had been committed in the House itself. A member or members suspended under this rule must forthwith quit the precincts of the House."

"Provided also that not more than one member shall be named at the same time, unless several members present together have jointly disregarded the authority of the chair; provided also that if any member or members acting jointly, who have been suspended under this order from the service of the House, shall refuse to obey the direction of the Speaker when severally summoned under the Speaker's orders by the Serjeant-at-arms to obey such direction, the Speaker shall call the attention of the House to the fact that recourse to force is necessary in order to compel obedience to his direction, and the member or members named by him as having refused to obey his direction shall there-

upon, and without further question put, be suspended from the service of the House during the remainder of the session."

"Nothing in this rule deprives the House of the power of proceeding against any member according to ancient usage."

• 4. "In the case of grave disorder arising in the House, the Speaker may, if he thinks it necessary to do so, adjourn the House without question put, or suspend any sitting for a time to be named by him."

Divisions.—When a question has been fully put, and the voices taken, if the Speaker's or Chairman's opinion is challenged, the division bell rings and the Clerk turns a sand-glass kept on the table for that purpose. After the lapse of two minutes, as indicated by the sand-glass, the outer doors are locked, and no member can either enter or leave until after the division. The Speaker or Chairman calls "Order, order," and puts the question a second time, and if his opinion on the voices is again challenged, he directs the "ayes" to go into one lobby, and the "noes" into another, and appoints two tellers for each party. The members proceed into their respective lobbies, and there their names are taken down by the division clerks, and as they pass back out of the lobby doors they are counted by the tellers.

The tellers, entering the House, communicate in turn the figures to the Clerk, who writes them down on a piece of paper, which he hands to the principal or senior teller for the majority. The four tellers, walking some paces down the floor of the House, turn round and advance abreast towards the Speaker with obeisance thrice repeated, the tellers for the majority being on the right. The teller who holds the paper reads out the figures to the Speaker or Chairman, who awaits them standing, and the paper is handed in. Thereupon the Speaker or Chairman reads out the result of the division, adding, "The 'ayes' have it" or "The 'noes' have it."

In the case of equal voting the Clerk writes out two papers and hands one each to the principal or senior teller for either party. In advancing towards the Speaker or Chairman, paying their

obeisances, the tellers now are mixed (alternately), and the Speaker or Chairman gives his casting vote. If he gives his reason for his vote, this is minuted. In the giving of the casting vote, he is at liberty to vote like any other member according to his conscience without assigning a reason, but he generally votes in such a manner as to leave the House or Committee another opportunity of deciding the same question. While the House is dividing members can speak sitting and covered to a point of order arising out of or during the division. If a member by mistake goes into the wrong lobby, and his name is taken down, or he is counted by the teller, his vote must be reckoned as given in that lobby.

An incorrect report of the numbers in a division may be corrected with the assent of the tellers. If an error is discovered later, it is corrected by the direction of the Speaker or Chairman on motion made.

In case of confusion or error concerning the numbers, unless the same can be otherwise corrected, a second division must be taken.

A member is not entitled to vote in a division unless he is within the doors of the House when those doors are locked for the division and the question put then a second time. A member within the House when the question is put for the second time must give his vote. After the lapse of two minutes, as indicated by the sand-glass, the Speaker or Chairman, if in his opinion the division is frivolously or vexatiously claimed, may take the vote of the House or Committee by calling upon the members who support and on those who challenge his decision successively to rise in their places, and may thereupon, as he thinks fit, either declare the determination of the House or Committee or else appoint tellers for a division.

In case there is no division, the Speaker or Chairman declares the number of the minority who challenged his decision, and their names are taken down.

The tellers appointed are selected by the "ayes" and "noes" respectively. The Whips tell for Government measures, and the mover and seconder generally for private members' motions; when a motion is opposed by the Government, the Government Whips tell.

A member who has entered a division lobby and not heard the question put a first or second time may have the question again stated from the chair and vote irrespective of the lobby into which he may have passed. The objection that a member's vote was contrary to his voice will not be entertained after the declaration of the numbers from the chair. *Whenever* it is discovered that a member was not present to hear the question when it was put, such vote is disallowed.

Dropped Motions.—Any motion requiring but failing to find a seconder is not allowed to be debated.

Dropped Orders of the Day.—All orders appointed for any sitting and not disposed of before the close of the sitting stand over until the next sitting, or until such other sitting as the member in charge may appoint, and are then set down in the order book as an order of the day accordingly. Notice is sometimes given to the Clerk beforehand of the day to which an order of the day is to stand over, and then the Clerk names that sitting when the list of orders of the day is called over in their proper order. To replace a dropped order of the day upon the notice paper, a motion is made before the commencement or after the close of public business to appoint the order for a subsequent day; these motions are made without notice.

If when an order of the day is read at the table no motion be made for the second reading or other stage of a Bill, or for its postponement, it becomes a dropped order, as the House has made no order thereon. In Committee the same result may be produced by a resolution directing the Chairman to leave the chair; and in the House an order of the day may be superseded by an adjournment of the House, the previous question, or an amendment embodying an abstract proposition, but it can be revived by a motion at a subsequent sitting by the member in charge of the matter.

Dummy Bill.—A member introducing a Bill obtains a form from the Public Bill Office, inscribed with the title, which need not necessarily be identical with the "short title," and with the name

or names of the members by whom it is to be prepared, or presented and supported, and this is the document handed to the Clerk. Often a member uses a sheet of notepaper for the purpose. Names on the back must not exceed twelve.

Entering and Leaving the House.—By order 10th February, 1698, every member when he comes into the House should take his place and not stand in the passages or gangways. Members uncover when they enter or leave or move to any other part of the House, and in doing so make an obeisance to the chair. Resolved on 5th May, 1641, "That if any member shall whisper or *stir out of his place*, to the disturbance of the House, at any message or business of importance, Mr. Speaker is *ordered to present his name* to the House for the House to proceed against him as they shall think fit." Ordered 7th May, 1604, "That in going forth no man should stir until Mr. Speaker do arise and go before, and then all the rest to follow after him." Members must not cross between the table and a member speaking from the front benches.

Explanation of Words.—The proper time for an explanation is at the conclusion of the speech which calls for it ; but it is a common practice for the member desiring to explain to rise immediately the statement is made to which his explanation is directed, when, if the member in possession of the House gives way and resumes his seat, the explanation is at once received ; but if the member who is speaking declines to give way, the explanation cannot then be offered. The member intervening must confine his explanation to the removal of any wrong impression he may consider to exist concerning his own conduct or words ; he must not introduce new matter, or new arguments. In one case personal explanations were permitted to be made by one member for another who was absent.

Expulsion may be exercised on any member for an offence which if not so punished would bring discredit on the House. It follows a record of conviction or the report of a committee, but the member is ordered first to attend in his place and explain.

First Reading is now a formal stage only. *See* **BILLS, PUBLIC.**

Foreign Secretary, The, conducts our diplomatic intercourse with foreign Powers. He has the exclusive charge of British interests and British subjects in foreign countries. He negotiates all treaties, leagues, and alliances with foreign States, whether these relate to commerce or to the settlement of international disputes. He is the official medium and responsible adviser of the Crown in all communications between the Government and foreign Powers; he is therefore selected for his soundness of judgment and large knowledge of politics and diplomacy, for upon his good management often depends the question of peace or war.

Forty Members.—*See* **QUORUM.**

Formal Motions for the adjournment of the House and other formal motions which entitle members to bring matters before the House concerning public business, and of which previous notice is not required, are generally taken before the commencement of the regular business of the day. *See* **MOTIONS.**

Front Bench Motions.—*See* **MOTIONS.**

Full Dress.—*See* **KING'S SPEECH.**

"Hear, hear."—This cry during the progress of a debate has been sanctioned by long Parliamentary usage, but if it be used so immoderately and with such intonations as to amount to an interruption it is out of order, in which case the Speaker says, "Order, order," and may upon motion made name the member continuing the interruption.

Hissing is a form of interruption lowering the dignity of the House, and the member offending may be named by the Speaker, and on motion made be censured by the House.

Home Secretary.—His duties and responsibilities comprehend the maintenance of the internal peace of the United Kingdom, the security of the laws, and the exercise of the prerogative of mercy. He controls prisons, and has the general supervision of all matters relating to the administration of criminal justice.

House of Lords, References to.—No member of the House of Commons may use offensive or unbecoming words against either House, or impute motives against a member of either. In referring to what has happened in the House of Lords, a member must refer to what has happened in “another place.”

If the House of Lords should return a Bill to the Commons insisting upon an amendment affecting the Commons’ privileges the usual course adopted is to order that the consideration of such amendment be deferred for six months. This is an example of the way in which one House forces the other to come to terms. The history of privilege as affecting both Houses is deeply interesting, but is omitted as being beyond the scope of this little work.

House, Adjournment of.—*See* ADJOURNMENT OF HOUSE.

India, Secretary of State for.—Formerly the affairs of India were conducted by the East India Company under the supervision of Government board of control. Now the above, assisted by a council, is entrusted with these administrative duties, and is really the ruler of our Indian empire, as the responsibility of all supreme decisions rests upon him.

Instructions may be given to the members ordered to prepare and bring in a Bill to provide in the Bill for matters not included in the motion, or to a Committee of the whole House to consider matters otherwise referred to them, *e.g.*, to divide a Bill into two or more Bills, or to consolidate several Bills into one.

An instruction should ordinarily be moved after the order of the day for the Committee has been read, and must be moved before the first sitting of the Committee.

The principles guiding and limiting instructions are—1st. It must empower the Committee to do something which the Committee is not otherwise empowered to do. 2nd. The purpose of it must be supplementary and incidental to the purpose of the Bill, and must fall within the general scope and framework of the Bill. 3rd. It is irregular to introduce by an instruction any subject-matter into the Bill which should properly form the

substance of a distinct measure, having regard to usage and the general practice of enacting distinct statutes for different branches of law. Instructions are "permissive" when given to a Committee of the whole House, *i.e.*, "that they have power" to consider the matter dealt with by the instruction.

Notice must be given of any instruction and also of any amendment to the instruction which either materially alters its character or extends its scope.

Interruptions.—*See* DISORDER.

Introduction of New Members.—*See* under SPEAKER and NEW MEMBERS.

Irrelevance and Repetition.—Member persisting in these may be directed by the Speaker to discontinue speech.

King's Speech.—This is really the Ministerial statement made at the beginning of a new Parliament, and at the beginning and end of each session. When made at the beginning of a new Parliament or session, the Speaker, with such members as are present, go to the House of Lords, and stand at the bar there while the speech is being read. Before this is re-read in the House of Commons by the Speaker a Bill is read formally a first time by the Clerk at the table reading its "short title" (see under that heading), after which the Speaker says that the Bill is ordered to be read a second time. This is to assert the right of the House to deliberate without reference to the immediate cause of summons, and marks one of the most important steps in the constitution of the House of Commons. Other business is also conducted before the reading, and the Speaker then informs the House that he has been to the House of Lords to hear the speech read, and that for greater accuracy he has obtained a copy, which he proceeds to read. Thereupon an address is moved thus: "Most Gracious Sovereign,—We, your Majesty's most dutiful and loyal subjects, the Commons of the United Kingdom of Great Britain and Ireland in Parliament assembled, beg leave to offer our humble thanks to your Majesty for the gracious speech

which your Majesty has addressed to both Houses of Parliament." The proposer and seconder attend in uniform or^e full dress. Amendments may be moved by the addition of words, *e.g.*, "but beg humbly to represent to your Majesty that ————" When the address is agreed to, it is ordered to be presented by such of the House as are Privy Councillors. Notices of amendments are received at the table as soon as the question for the address has been proposed from the chair, and the arrangement of these should follow, as far as possible, the order in which the subjects referred to in the amendments stand in the speech.

Lobbies.—*See* DIVISIONS.

Lord Advocate for Scotland is the chief law officer under the Crown there. His position is like that of Attorney-General in England. His functions are to plead in all Crown cases, assume the rôle of public prosecutor and the overlooking of the general administration of criminal justice. In the House he looks after all legislation relating to Scotland; in his absence this is done by the Solicitor-General, but it has happened that the Solicitor-General may not be a member of Parliament, and then all the duties devolve upon the Lord Advocate. Both the Lord Advocate and Solicitor-General change as the parties change. *See also* SOLICITOR-GENERAL.

Lords, House of.—*See* HOUSE OF LORDS.

Lords Commissioners.—These are certain lords appointed (together with the Lord Chancellor) by commission under the Great Seal to act for and on behalf of the Sovereign at the opening and prorogation of Parliament. They direct the Commons to choose a Speaker and to present him for confirmation (although the terms of this direction are not mentioned in the commission) and perform all other duties incidental to these occasions. The Lord Chancellor sits in the middle, wearing his robes, and a rounded hat, the other Lords Commissioners wearing three-cornered hats and similar robes.

Mace, The.—Is the symbol of the Speaker's office, and is only lent to the Speaker by the King during the sitting of Parliament, being returned whilst Parliament is not sitting. At the prorogation the Speaker returns to the House without the mace. Previous to the Speaker-elect appearing at the bar of the House of Lords the mace is borne horizontally across the arms of the Serjeant-at-arms, this indicating that the Speaker's election is not yet approved ; the mace is never carried into the House of Lords, but left outside. After the election or re-election of a Speaker by the House of Commons the mace is placed in its usual position on the table, indicating that the House is sitting. When anyone stands at the bar to be reprimanded or admonished the Serjeant-at-arms stands on the right with the mace on his shoulder. Every day, on the entry of the Speaker into the House, he is preceded as far as the House by the Serjeant-at-arms with the mace on his shoulder. On entering the House the Speaker steps forward, and the Serjeant-at-arms takes a place behind him ; at the close of the sitting the Serjeant-at-arms precedes him, again carrying the mace. The mace is carried shoulder high whenever the Speaker goes to the House of Lords, but, as said before, it is left outside. While the House is in Committee the mace is under the table on the rests at the end of the table. On the day of election or re-election of the Speaker the Speaker-elect, on the adjournment of the House, leaves the House without the mace. After the appointment of the Speaker-elect has been confirmed by the Lords Commissioners, on his returning to the House the mace is borne shoulder high.

Matters taken at Commencement of Public Business.—

Presentation of Bills without a previous order of the House.

Motions for leave to bring in Bills.

Nomination of Select Committees.

Motions by Ministers relating to business of the House, such as the consideration of a resolution on which a Bill is founded.

Motion for a vote of thanks.

Matters taken either before or after Public Business.—

Motions reviving, postponing, or discharging an order^d of the day.

Presentation of Bills.

Questions to Ministers on state of public affairs that are recent and urgent and on course of public business.

Introduction of new members.

Motions for leave of absence. Public notice of intended motions and written notice of notices of motions.

Motions for unopposed returns.

Members (*see* NEW MEMBERS).—Every member must be uncovered in the House, and make an obeisance in passing to or from his seat during the progress of a debate, and must not pass between the chair and a member who is speaking, nor presume to bring any stranger into any part of the House appropriated for members only. May 7th, 1604, ordered: "That in going forth no man should stir until Mr. Speaker do arise and go before, and then all the rest to follow after him."

Ministry, The, is a committee consisting of office-holders who are the most prominent members of the party in power (whose opinions on the pressing questions of the time must agree in the main with those of the majority of the Commons). It consists of those who are in the Cabinet and those who are not. Some eminent party leader, who has the confidence of the majority, is authorised by the King to form a Ministry, the members of which he selects from those favourable to his policy, he himself being Prime Minister, and sometimes also taking the office of the Chancellor of the Exchequer, Foreign Secretary, First Lord of the Treasury, Lord Privy Seal, or Lord President of the Council.

The Cabinet portion of the Ministry, a sort of inner committee, exercises supreme authority, and being more immediately responsible for the conduct of public affairs, its deliberations are always considered confidential and are kept secret, even from colleagues who are less exalted in office. Indeed, no record whatever is kept of its resolutions or meetings, nor has

its existence ever been recognised in law. In the House, the Cabinet Ministers occupy the front bench to the right of the chair (Treasury Bench). All the Cabinet Ministers now are also Privy Councillors; it is not so with the rest of the Ministry.

Motions.—Every member is entitled to propose a question called “making a motion” or “moving the House.” Notice of the motion should be given (*see* NOTICES OF MOTION), but the following can be brought on without notice:—

(1) Unopposed motions by consent of the House with the sanction of the Speaker.

(2) Questions of privilege (as to a matter recently arisen).

(3) Matters suddenly arising.

(4) Motion for postponing or discharging an order of the day and certain formal motions.

After a motion has been made (*i.e.*, proposed and seconded if necessary), the Speaker proposes it from the chair (*i.e.*, reads it), prefacing it with “The question is.” A motion not seconded immediately drops, except that an “order of the day,” a motion in Committee, and a formal motion may be moved without a seconder. In a “front bench” motion a seconder is usually dispensed with.

The proposer of a motion can only withdraw it by leave of the entire House, granted without any negative voice.

The Speaker asks, “Is it your pleasure that the motion be withdrawn?”

If no one dissents, the motion is withdrawn.

If any dissentient voice is heard, he proceeds to put the question. (It is then usually negatived without a division.)

A motion which has been withdrawn, or which for want of a seconder has not been put, can be moved again. Hence leave to withdraw is frequently refused.

When an amendment has been proposed, the original motion cannot be withdrawn until the amendment has been withdrawn. An amendment or motion can only be withdrawn by the member who moved.

A question is superseded by—

1. Adjournment of the House in the midst of debate.
2. The previous question.
3. Amendment (substantive).

A question may be interrupted at any moment save during the progress of a division by—

1. A matter of privilege at the time prescribed by the Standing Orders or rules.
2. The closure of debate. (Intercepts any motion intended to be moved if moved during debate.)
3. Disorder arising and proceedings thereon.

[NOTE.—The same question or Bill cannot be twice offered in the same session.

Exceptions :—

1. A resolution may be rescinded (notice being given) or modified.

In every stage of a Bill, every part of it is open to amendment, although the same amendment has been accepted or rejected in a former stage.

2. An Act may be amended or repealed.

Alteration of the words of a question to evade the rule will not be sufficient if the question is substantially the same.]

A member in possession of the House may speak before proposing the question, but he must—

1. Speak to the question, and
2. Conclude by formally moving it.

Exceptions :—

1. To ask or answer a question.
2. To make a personal explanation.
3. In the case of a Minister to make a statement as to the business of the House or formation of the Cabinet.
4. To speak to a point of order.

One Minister may propose a motion for another Minister, but a private member can do so for another only in the case of leave of absence.

Motions of censure or a vote of want of confidence in the Ministry generally take precedence, but not so if brought forward

by a private member. A motion to read a particular order of the day, a formal motion, and a motion in Committee do not require seconding.

The seconder of a substantive motion may reserve his speech if his seconding is restricted to raising his hat and bowing, and the mover of an order of the day may also reserve his speech if his moving is similarly restricted. A mover of a substantive motion (*e.g.*, touching an adjournment of the House), has two speeches, one in moving and one in replying, but no one else can speak twice on the same question.

Motions, Notices of.—The relative precedence of notices of motion other than Government motions is determined by ballot. The member enters his name, or that of another member (he cannot enter both), on a numbered list kept in one of the lobbies. Corresponding numbers are placed in a box, and the Clerk draws, and the Speaker says, "Order, order. Notices of motion," and calls from the list the corresponding name. The member whose name is called gives oral notice of motion for leave to bring in a Bill, or of the intention to present a Bill, and of a substantive motion. If the member is not present or answered for by another member his chance is lost and a fresh number is drawn. If present the member announces either "I will to-morrow ask leave to bring in a Bill for——" naming object or his intention to present a Bill, or "On Tuesday [such a date] I will call attention to [naming matter] and move a resolution."

The Clerk makes a note of the matter for the order book, and to enable him to record the actual date fixed for the matter, because it is against the rules of the House to permit the anticipation of the discussion of any matter for which a day has been fixed. This oral notice must be followed by a written notice on same day.

Notices for which precedence is not required may be handed in to the Clerk at the table, and these go after those for which place has been obtained by ballot.

The members of the Front Opposition Bench seldom give

notices of motion except for resolutions challenging the policy of the Government, and for these, according to the courtesy of Parliament, the Leader of the House usually gives the earliest possible night.

The House itself may on notice take away the precedence obtained by ballot by private members in favour of some other measure or matter by the Government, or may allot the whole time of the House for Government business.

The day first named may be changed to a subsequent day by giving notice. The terms may also be altered by the member declaring at the table an amended notice.

Motions take precedence each day according to the order in which the notices for the same were given.

An urgent motion, *e.g.*, a privilege motion, or for a vote of thanks of the House, takes precedence of other motions as well as of the orders of the day.

A *blocking motion* is a notice of motion for which no particular day has yet been fixed. It would be better termed a motion blocking, as it is a passive agent, blocking by reason of its being notified for the consideration of the House as long as the session may last, and the rule of the House is that it is irregular to propose any motion or amendment which anticipates a motion already appointed, or a motion of which notice has been already given and not withdrawn.

Naming Members.—A member may not refer to another by name, but only by the name of the constituency he represents, except when he reads the names of members backing a Bill presented by him, and when a member nominates a Select Committee he mentions the proposed members by name, but only when at the outset he recites the names in catalogue.

The Speaker names a member whom he calls upon to speak or to move an order of the day, etc. He also calls upon the tellers by name, upon a division, and he names members for disorderly conduct (*see* DISORDER). When a member has been "named" for disorderly conduct the Leader of the House moves (and another, *e.g.*, the leader of the Opposition, seconds), "That the member

for——be suspended from the service of the House.” (See Order XVIII., Appendix “C.”)

Members named in Committee, on rising to speak, address the Chairman by name.

New Clauses (in Committee Stage).—New clauses are usually brought up at the end of the original clauses and before the schedules are considered. New clauses proposed by the members in charge have precedence. Any postponed clauses are usually considered before the new. A new clause is brought up and read the first time without question put, and a second time on question put, and may then be amended before the question is put, “That the clause be added to the Bill.” New clauses should have marginal notes.

New Clauses (in Report Stage).—A new clause is brought up by the member in whose name the notice stands. One Minister may move it for another (who alone is entitled to speak on it) and it is read a first and second time as in Committee. (New clauses are taken prior to amendments.) The Speaker then puts the question, “That this clause (“as amended”) be added to (or “made part of”) the Bill,” and further debate may arise upon this.

[NOTE.—Notice must be given of new clauses in this stage. The clauses are not severally put. A member in this stage may only speak once on an amendment.]

New Members.—At the beginning of a new Parliament new members are introduced to the Speaker by the Clerk. Afterwards new members are introduced (February 23rd, 1688) to the table between two members, making their obeisance as they go up from the bar, so that they may be the better known to the House. If two or more members rise together to speak, precedence is conceded to a new member who has not spoken in that Parliament. (Time for introducing, directly after questions.)

New Schedules.—These are proposed after the original schedules of the Bill are disposed of, similarly to new clauses, and after they are added the preamble of the Bill is considered.

New Questions.—After a motion has been proposed a new question may be proposed to the House, either on the adjournment of the House or debate, the previous question, or as an amendment.

Newspapers.—A member may not read a newspaper or book in his place or read any speech or extract of any speech made in Parliament during the same session from any newspaper or book.

Oath.—*See* ALLEGIANCE, OATH OF.

Obeisance is made to the chair by members in passing it to or from their seats during the progress of a debate, when the Speaker enters the House at the beginning of the sitting each day, and by the tellers when going to the table to report the numbers on a division, and by members joining any time after the opening night of the session.

Obstruction.—Any member by his right of speech wilfully and persistently obstructing public business without just and reasonable cause is guilty of a contempt of the House, and will be liable to such punishment whether, by censure, by suspension from the service of the House, or otherwise as the House may adjudge. *See* DISORDER.

Offensive Words.—It is obviously impossible to permit offensive words to be used against the character and conduct of Parliament or any member thereof without rebuke. If such words are spoken by a member in or out of the House the offence is especially reprehensible. No member may refer critically against a statute except in moving its repeal.

References to the Royal Family, the Speaker, Chairman of Committees, etc., or against sovereigns and rulers over countries in amity with His Majesty must always be respectful.

The House will insist upon all offensive words being withdrawn, and upon an ample apology being made which shall satisfy both the House and the member to whom offence has been given.

When a member objects to words used, notice should immediately be taken of the words objected to, and if he desires them to be taken down, he must repeat the words to which he

objects and state them to the House exactly as he conceives the words to have been spoken. Then the Speaker or Chairman, if in his opinion the words are disorderly or offensive, ascertains the sense of the House or Committee, and directs the Clerk accordingly.

The objection must be immediate, "as when any member has spoken between no words which have passed before can be taken notice of so as to be written down in order to a censure."

Simple complaint to the chair is, however, the most general mode of dealing with offensive words. Any member using objectionable or offensive words and not explaining or offering to retract or apologise for using them to the satisfaction of the House will be censured or otherwise dealt with as the House may think fit.

(For list of unparliamentary expressions *see* APPENDIX "B.")

Opening of a New Parliament.—On the first day of the meeting of a new Parliament, pursuant to a royal proclamation (the same proclamation dissolves one Parliament and calls another), the Clerk of the Crown in Chancery delivers a list of members returned to the Clerk of the House. The members assembled await a message from the Lords Commissioners, and when this is delivered by the Usher of the Black Rod, the House goes with him to the bar of the House of Peers. The Lords Commissioners signify that it is His Majesty's pleasure that they shall proceed to choose a Speaker, and after doing so present him for His Majesty's royal approbation. On returning to their own House the Commons immediately proceed with the election. (There are no express directions in the commission directing the Commons to elect a Speaker and afterwards submit him for approbation.)

The Clerk of the House, standing up, points to a member and sits down. The member indicated rises and, addressing the Clerk by name (*e.g.*, "Sir Courtenay Ilbert"), moves that So-and-so "do take the chair of this House as Speaker." Such motion being seconded and supported (if no one else is pro-

posed), the member so proposed is called ("Aye! aye!") by the House to the chair without any question being put. (A county and a borough member or a borough and university member should act in this—not a Minister.) The member on being called to the chair stands up in his place, and expressing his sense of the honour proposed to be conferred upon him, submits himself to the House. He is again unanimously called to the chair, then taken out of his place by his proposer and seconder and conducted by them to the chair.

If more than one member is proposed, each member so proposed submits himself to the House. The Clerk puts the question "That So-and-so" (the first proposed) "do take the chair of this House as Speaker," which is resolved in the affirmative or otherwise by a division. The members proposed vote, each giving his vote in favour of his rival. If the majority be for him first proposed he is at once conducted to the chair, where, standing on the upper step, he returns his humble acknowledgments for the great honour the House has been pleased to confer upon him, and then sits down in the chair, and the mace is taken from under the table and laid upon the table. He is now congratulated by one or more members, and the adjournment of the House being moved, he puts the question and leaves the House without the mace.

On the day following, when the Speaker-elect has taken the chair a message is delivered by the Usher of the Black Rod from the Lords Commissioners desiring the immediate attendance of the House in the House of Peers. Mr. Speaker-elect, with those members present, goes up to the House of Lords and acquaints the Lords Commissioners that the Commons have chosen him, and submits himself to His Majesty's royal approbation, which is signified by one of the Lords Commissioners, who at this stage addresses the Speaker *by name* ("Mr. So-and-so"); then the Speaker lays claim on behalf of the Commons, by humble petition to His Majesty, to all their undoubted rights and privileges (the claim for their estates and their servants is now omitted).

Mr. Speaker-elect, it should be noted, goes up to the House of Peers in Court dress simply. After he has laid claim to these privileges the same Lord Commissioner addresses him now as "*Mr. Speaker*" and confirms these privileges. (The Speaker thus elected and approved continues in that office during the whole Parliament, unless meanwhile he resigns or dies. In the event of a dissolution, the then Speaker is deemed to be the Speaker until a Speaker shall be chosen by the new Parliament.)

On his return he reports to the House his approval and the confirmation of their privileges, and repeats his most respectful acknowledgments to the House. He then reminds the House that the first thing to be done is to take and subscribe the oath, and himself first, alone, standing on the upper step, takes and subscribes the oath accordingly, followed by other members present. On the succeeding day prayers are read for the first time by his chaplain. The Speaker, if the necessity arises, counts the House, and cannot take the chair unless forty are present, as the oath must by statute be taken whilst a full House is sitting with the Speaker in the chair. Members, after taking the oath and signing the roll, are introduced by the Clerk to the Speaker. After most of the members are sworn the Speaker, sitting in the Clerk's chair, awaits Black Rod's arrival. On this he proceeds to his own chair to receive him, and then goes to the House of Lords to hear the King's Speech, this time in his usual dress and mace borne shoulder high by the Serjeant-at-arms, who leaves it outside the House of Lords.

When the office of Speaker becomes vacant during a session, the House, being notified by a Minister that His Majesty gives leave to choose a new Speaker (the Minister also intimating His Majesty's pleasure that they duly present the chosen one), proceeds as before. When he is presented for approbation, he does not, however, lay claim to their privileges.

Opneing of Parliament when not new.—As there is no election of a Speaker, nor any general swearing-in of members,

or other preliminary proceedings, the session begins with the King's Speech, and the proceedings subsequently are similar to those on the opening of a new Parliament after the King's Speech.

Orders and Resolutions.—Every question when agreed to assumes the form of an order of the House, or a resolution. An *order* is a direction of the House to its members, officers, or Committee, either as to their proceedings, or the acts of others. Orders are either—

1. Standing (*i.e.*, endure from one session to another).
2. Sessional (*i.e.*, for the session only).
3. Orders of the day.

Suspending Orders.—A standing order may be suspended—

1. By a resolution or
2. By an order inconsistent therewith.

A *resolution* is a question affirmed declaratory of the opinion or purpose of the House.

Notice of such resolution should be given, except in the case of urgency. A resolution or other vote of the House may be read and rescinded on notice previously given.

Order, Point of, or Question of Order, is a matter suddenly arising and calling for the decision of the House or the chair. It cannot be debated on a question of adjournment of the House, unless this is a substantive motion; nor can it be treated as a matter of privilege. If any of the rules of the House are violated, any member may notice, either by a cry of "Order" or "Chair," or by rising in his place, stating that he rises to a "point of order," explaining what is the point complained of and submitting it to the Speaker. It must be at the proper moment, *i.e.*, immediately the breach of order has occurred, and if it is one calling for the immediate action of the House or Speaker, the member who rises is allowed to speak, and the member who was speaking must sit down, but otherwise the member in possession may decline to give way, and the point must be raised when he has resumed his seat.

Members can only speak to a point of order while the House is dividing (on a matter arising out of or during the division) by permission of the Speaker, and are to sit covered; the Speaker may deal with the matter then, or when the division is completed. Interruptions on points of order are often themselves disorderly, and if continued the Speaker may warn the member.

Order in the House.—To facilitate the despatch of business and preserve decorum, due deference must be paid to the ruling of the Speaker. It is his duty, for the preservation of order, to regulate the manner in which business shall be transacted, and to pronounce an opinion on anything relating to order.

Orders of the Day.—The ordinary public business of each day is classified as consisting of notices of motions, and orders of the day.

An order of the day is a Bill or other matter which is to be taken into consideration on a particular day (or sitting) in pursuance of an order of the House.

As soon as the business which has precedence of orders of the day is disposed of, the Speaker directs the Clerk to read the orders of the day without any question being put. The motion, "That the orders of the day be read," is obsolete as a substantive motion, but it still survives in the form of an amendment, "That this House do pass to the orders of the day," moved when a motion has been interposed before the ordinary business of the day, such as a "privilege" motion.

While the orders of the day are being read no motion for the adjournment of the House can be made, except such motion be made by a member of the Government on the ground that circumstances have arisen which render it desirable that the House should adjourn forthwith.

When an order of the day has been read, it must thereupon be proceeded with, or appointed for a future day, or be discharged.

Pairs.—Members of opposite parties often pair (*i.e.*, agree that each shall be absent), and thus neutralise a vote on each

side of the question, the rule being that in order to vote a member must be present when the question is put the second time. Although never expressly condemned, there can be no parliamentary recognition of this practice, and it is generally arranged through the "Whips."

Parliament.—*See* OPENING OF PARLIAMENT.

Passages of the House.—Members must not stand in them.

Personal Allusions.—A member in referring to another must speak of him as "the honourable" or "the right honourable gentleman the member for ——," or by the office he holds, as "the right honourable the Chancellor of the Exchequer," or if belonging to one of the learned professions as "the honourable and learned member," or if to the army, navy, or reserve force, as "the honourable and gallant member who has just sat down."

Personal Explanations.—The proper time for a personal explanation is at the conclusion of the speech which calls for it, but if the member speaking gives way, it may be made at once. It may be made without any question being before the House, but such matter may not be debated. It must be confined to the correcting of a wrong impression concerning the member's conduct or words. He must not indulge in other observations, new matter, or new arguments, or refer too distinctly to previous debates. (Explanations have been allowed on behalf of others, but not always.)

Petitions, Presentation of.—A petition may be presented through any member, who must endorse it with his own signature. No debate is allowed upon it when presented, but, with the sanction of the House, it may be read by the Clerk, or the member presenting it may himself read and briefly explain it. A petition must be in writing and must contain original signatures only. No person can sign on behalf of another or others, but corporate bodies can petition under their official seal.

The petition should commence as follows: "To the Honourable the Commons of the United Kingdom of Great Britain and Ireland in Parliament assembled.—The humble petition of the undersigned sheweth," etc., etc. (here inserting the particulars alleged and the relief sought). It will conclude "And your petitioners as in duty bound will ever pray," etc. Then follow the signatures.

Petitions for presentation may be sent to members free by post.

Places of Members.—The front or Treasury bench on the right hand of the chair is reserved for members holding office under the Crown, and the front bench on the opposite side is ordinarily occupied by Privy Councillors and other members who have held office under the Crown, viz., the Opposition leaders.

Postmaster-General, The, is at the head of one of the four great revenue-collecting departments. He has control of the postal telegraphic and telephonic systems throughout the country. He has sometimes been a member of the Cabinet, but as questions of State policy rarely arise out of the management of his department, he is usually left out of the Cabinet.

Preamble of a Bill is now unusual, and as a rule unnecessary in the case of a public Bill.

Precedence.—The relative precedence of Bills and motions other than Government ones is determined by ballot. An amendment proposing to omit certain words in order to insert other words has precedence over an amendment proposing simply to omit words, and in Committee precedence is given to an amendment moved by the member in charge of the Bill. In report stage of a Bill, new clauses have precedence of amendments. A motion on a question of privilege suddenly arising has precedence over all other business.

A new member in his first Parliament has precedence when rising to address the House. So also a member if he rises in his

place whose motion for the adjournment of the debate has been affirmed has precedence when the debate is resumed. A member whose motion for adjournment of the debate is discussed until the business of the House is interrupted and adjourned pursuant to the Standing Orders, although his motion has lapsed, does not on that account lose the privilege of precedence when the debate is resumed. So also a member who is speaking when the interruption of business takes place as prescribed by the Standing Orders has precedence in continuing his speech.

Government Bills have precedence at the commencement of public business if an order has been obtained by a Minister; so also has a motion for a vote of thanks when moved by a Minister of the Crown.

Previous Question.—A motion or question that is being discussed is understood to have been put and carried in the affirmative previous to its being discussed, viz., that the question shall be voted upon; and the moving of the “previous question” is the raising anew of the question previously assumed, *i.e.*, that the question shall be voted upon, “That that question be now put,” which, to distinguish it from the “closure” motion, is now put “That that question be not now put,” and this is decided first, before the motion itself is dealt with any further. *See also* QUESTION—THE PREVIOUS.

Principles of a Bill.—It is in order to discuss the principles of a Bill when moving for leave to bring it in, if opposed or likely to be opposed, and also on moving the order of the day for the second reading.

Printing Committee.—At the beginning of each session a Select Committee is appointed to assist Mr. Speaker in all matters which relate to the printing executed by order of the House.

Private Observations.—Notice should not be taken of any private observations overheard, but not intended for the ear of the House.

Privilege.—Questions of privilege may be brought on without

notice, and if arising recently, take precedence over all other matters and orders of the day, and even over those that are appointed for a future day. Debate must not be interrupted except for a breach of privilege occurring during discussion, or immediately before, and which calls for the immediate interposition of the House.

Breaches of privilege are disobedience to the rules and orders of the House and indignities offered to the character or proceedings of the House, and the offenders may be admonished or reprimanded by the Speaker.

Progress.—Motions to report lapse at interruption of business at 12 and at 5.30 on Fridays. Such motions do not require notice. The debate on the question must be confined to the matter of such motion, and if the Chairman thinks it an abuse of the rules he may forthwith put the question or decline to propose it. No member moving or seconding such a motion shall be entitled to move or second the similar motion "That the Chairman do leave the chair."

When all the clauses of a Bill have not been considered, the Chairman is directed to report progress and ask leave to sit again. When a Committee of the whole House (except Supply and Ways and Means) has partly considered a matter and reported progress, the Speaker, when the order for the Committee is read, leaves the chair forthwith without putting any question, and the House thereupon resolves itself into such Committee.

✓ **Prorogation.**—This is the adjournment of a Parliament from session to session, and thus is to be contrasted with dissolution. It is effected by a royal proclamation, and operates to put an end to all Bills not carried through their entire stages. A speech from the Throne is read whenever Parliament is prorogued, which ends with an announcement of the date upon which the Houses will reassemble.

✓ **Public Bills.**—Bills may be introduced either—

1. In pursuance of an order of the House made on a motion for leave to bring in a Bill, or

2. By being presented at the table without an order of the House.

Notice is however required of the intention to present, or to ask for leave.

Care must be taken that Bills do not contain provisions which are not authorised by the order of leave, that the title corresponds also, and that the Bill itself is prepared pursuant to the order of leave, and in proper form, for if it should appear that these rules have not been observed, the House will order it to be withdrawn. Objections on these points should be taken before the Committee stage.

Putting the Question.—Every matter is determined by the House upon questions put by the Speaker, which are affirmed or negatived. The Speaker *proposes* questions after they have been moved and seconded (if necessary), and before debate, thus: "The question is, that ——," and reads the question.

At the end of the debate the Speaker, rising, *puts* the question thus: "The question now is, that ——" and in the case of a resolution he reads it: "That leave be given to bring in a Bill" (mentioning title)— or, "The question now is:—

"That the Bill be now read a second time." "

He then takes the sense of the House by desiring that "as many as are of that opinion say 'Aye'; as many as are of the contrary opinion say 'No,'" as the voices are more binding than the votes, and after these have been taken he says, "I think the 'ayes' have it," or "the 'noes' have it," as the case may be. If his opinion so declared is challenged, the question is decided by a division. *See* DIVISION.

On a motion for adjournment the question put is, "That this House do now adjourn," or "That the debate be now adjourned." If the previous question is moved, the question proposed is, "That that question be not now put."

If an amendment is proposed see AMENDMENTS.

Questions are put to (1) *the Speaker*, (2) *Ministers of the Crown*, or (3) *other members*.

1. The Speaker can only be appealed to on points of order, and as they arise in debate, or as they otherwise directly concern the proceedings of the House.

2. A Minister may be asked concerning the intentions of the Government, but not as to their abstract opinion, and he may decline to answer in the interests of the public service. Questions should relate to the affairs with which he is officially connected. They are often asked of a Minister at other than question time, if a question is before the House, *e.g.*, on motion for leave to bring in a Bill.

3. Questions to other members must relate to a matter connected with the business of the House in which they are concerned.

A member is called on in his order by the Speaker, and rises and refers to the number his question bears upon the notice paper.

An answer must be confined to the question, and a speech is not permitted except to render the answer intelligible, but Ministers of the Crown are given latitude. Further questions rising out of the answer are allowed. No question or answer should refer to a past debate of the same session, except to clear up any misunderstanding.

Questions, Complicated.—*See* COMPLICATED QUESTIONS.

Question, The Previous.—On the principle that “whatever is, is right,” the proposing of the previous question is a motion moved on another question proposed to alter or improve, or in some way disturb, the existing state of things. When the previous question is moved, therefore, the House is called upon to decide whether this existing state of things shall obtain by voting on the question “That that question be not now put,” *i.e.*, the main question be not put. The original way of putting the question, although seemingly complicated, was the better way, but it was altered so as to distinguish it from the closure question, and it was to the effect “That that question

be now put" (meaning the main question be now put, and not the question or the previous question) and members in favour of the previous question voted against it.

It cannot be moved in Committee of the whole House.

It cannot be moved on an amendment, but on the amended main question.

It cannot be moved on a motion relating to the public business or meetings of the House.

No reply is allowed to its mover, nor can the previous question be amended. The previous question when moved evades the question before the House if carried, but it may itself be superseded by a motion for adjournment, and debate on this motion may be adjourned.

Quorum.—Forty members, including the Speaker or Chairman, form a quorum.

At morning sittings, after prayers, the Speaker, if he thinks there is not a quorum, does not take his chair, but standing in his accustomed place at that time (the place of the Clerk), he counts the House. If there is a quorum, he takes his chair, but if not, he either retires or waits in the Clerk's chair until there is a quorum, or until it is 4 p.m., when, standing on the upper step of the chair, he again counts, and if not a quorum, he adjourns the House without question put until the next sitting day, as the House cannot be adjourned for want of a quorum until at or after 4 p.m.

At evening sittings 10 p.m. is the hour at which the House may be counted; otherwise business is carried on until notice is taken that a quorum is not present. The responsibility rests upon the House after the Speaker has taken the chair at 4 p.m., or at 9 p.m. If a division occurs during the evening, and reveals less than forty members, inclusive of Speaker or Chairman and tellers, the business stands over until the next sitting of the House; but the House may again be counted at 10 p.m. The rule as to a division revealing that there are less than forty members present applies to the morning sittings at or after 4 o'clock, or before 4 this

time if there had been a quorum present at any moment. When a question has been put to the House, the House cannot then be counted. When a member moves that the House be counted, the Speaker, unless satisfied that forty are present, directs a division, as on any other occasion; and at the expiration of two minutes, during which the outer doors are left open for members to go or come, he then counts the House.

Reading.—No member is to read for amusement any newspaper, book, or letter in his place, nor must he read his speech when addressing the House.

Reflections.—Libellous reflections on Parliament have been punished as breaches of privilege. Libels on the Speaker, such as an accusation of partiality made by a member at a public meeting or published in a letter to a newspaper, are punished, upon motion made by the House, by suspension; libels upon members concerning the character of members or their conduct as such, based on matters arising in the actual transaction of the business of the House. Members must not reflect on any determination of the House, nor upon the conduct of the Sovereign or of other persons in authority, during debate.

Relevance and Repetition.—When a question or other matter is before the House or Committee, debate must be relevant to it, and, in case there is more than one question before the House or Committee, to the last question so proposed. Exceptions: question on adjourning over Easter and over Whitsuntide and Appropriation Bill. Members are then free to range over public topics. Standing Order 19: "The Speaker or Chairman, having called the attention of the House to the conduct of a member who persists in irrelevance or tediously repeating the arguments used by others or himself in his speech, may direct him to discontinue his speech."

Reply.—A reply is allowed to a member who has proposed a

motion, and (until recently) a substantive motion for the adjournment of the House (not during debate), but not to a member moving—

- An order of the day ;
- An instruction to a Committee ;
- An amendment ;
- The previous question ;
- An adjournment of the debate ; or,
- An adjournment of the House during debate.

Reports from Committee of the Whole House (“REPORT STAGE”).—When a Bill is committed *pro formâ* to enable the member in charge to introduce numerous amendments, the amendments are added without question put or discussion, and the Bill so amended is reported and recommitted for a future day.

After full consideration in Committee the Chairman puts the question “That I do report this Bill without amendment (or “with the amendments”) to the House.” When agreed to the Chairman leaves the chair, and the Speaker resumes it without further discussion. The Chairman approaches the Speaker’s chair and reports that they had gone through the Bill and directed him to report the same without amendment, or had made amendments thereto. If amended it means another stage, and the report is formal, and a future day is appointed for taking the amendments into consideration. If not amended the Bill is ordered to be read a third time then or on a future day. Every report is brought up without question put. On report, Resolutions is the same as on Bills. They are read twice by the Clerk, the first being formal, after which the question is put “That the said resolutions be now read a second time.” The resolutions are then read successively. At the second reading amendments may be proposed to the resolution itself. The first question is, “That the House doth agree with the Committee in the said resolution.”

Resolutions may be recommitted.

Reserved Speech.—A member who moves the order of the

day by raising his hat without rising to address the chair, and seconds a substantive motion in the same way, may reserve his speech. *See also* DEBATE, RULES OF.

Resignation of the Government.—*See* CHANGE OF GOVERNMENT.

Resolutions.—*See* ORDERS AND RESOLUTIONS.

Royal Assent.—The assent of the King is given in the House of Lords in person or by commission.

Royal Commissions and Other Commissions.—Often, in order to avail the Ministers of the Crown of competent assistance from every quarter in collecting accurate information upon any pressing subject, a commission is appointed of the very ablest men who are willing to sit thereon.

A Royal Commission may be appointed (1) by the Crown either at its own discretion, or by virtue of its prerogative (not used now); (2) in conformity with the directions of an Act of Parliament or in compliance with the advice of one or both Houses of Parliament. The Act 15 & 16 Vict. c. 57 prescribes a joint address for the appointment of commission upon corrupt practices in parliamentary constituencies. A Royal Commission is generally moved for, *e.g.*, “That an humble address be presented to His Majesty praying that he will be graciously pleased to issue a Royal Commission of Inquiry into so-and-so, presented by such members as are of His Majesty’s most honourable Privy Council.” Then an answer is sent to the House of Commons by the Minister who moves for it or by the Comptroller of the Household, saying that His Majesty had received the address praying that so-and-so, and that “I have given directions that a commission shall issue for the purpose of so-and-so.” This motion may be moved in Committee of Supply during ordinary business. The reply is brought up either before or after questions. Not usual in case of a Royal Commission, as compared with a statutory commission, to give to Parliament beforehand the names of those

intended to be on it ; it also continues in existence until it has completed its labours, unless a time limit is given in the letters patent or Act which appointed it. To revoke a Royal Commission, a warrant should be issued under the royal sign manual, or an Act passed. The terms of the proclamation are, "The King has been pleased to issue a commission under His Majesty's royal sign manual to the following effect: 'Edward Rex.—Our right trusty and right well beloved cousin and Councillor,' etc., etc. 'Whereas we have deemed it expedient,' etc., etc. 'Given at our Court at Balmoral. By His Majesty's commands.'"

Sand-glass.—Used in divisions, and (when notice is called) to see if a quorum be present. *See* DIVISIONS and QUORUM.

Schedules to Bills.—*See* BILLS.

Second Reading of Public Bills.—On the day appointed the second reading is called on its proper turn amongst the orders of the day. If the Bill has not been printed, the second reading will generally be postponed. The member in charge or some other member moves either by raising his hat or rising and making a speech (a seconder is not required), in which the whole principle of the Bill may be discussed (but not its clauses in detail). The Speaker puts the question "That this Bill be now read a second time"; and this is the stage at which a Bill is generally opposed, and its rejection moved.

The opponents may—

(1) Simply vote against the motion and defeat the second reading on that day (but not on another) or may follow such rejection up by an amendment to leave out the word "now" and add "this day three months," "six months," or any other term beyond the probable duration of the session. This is the ordinary course.

(2) Move as an amendment a resolution declaratory of some "principle adverse to, or differing from the principles, policy, or provisions of, the Bill, or expressing opinions as to any circumstances connected with its introduction or prosecution, or other-

wise opposed to its progress, or seeking further information in relation to the Bill by Committees, commissions, the production of papers or other evidence," provided the resolutions "strictly relate to the Bill." Carrying such a resolution is equivalent to negating the second reading then, but it may be moved on another occasion.

(3) Move the previous question. The Bill may still be read a second time on another day. A Bill may be dropped by omitting to move the second reading, or by a postponement on the day appointed. When the question is carried the short title of the Bill is read by the Clerk. The Speaker says to the member in charge of the Bill "Committee?" and he says "Yes"; the Speaker says, "What day?" and the member names a day, and it becomes an "order of the day" for the day named. (When the day arrives, on the order of the day being read for the House to resolve itself into Committee, the Speaker leaves the chair without question put, unless before the House first goes into Committee an instruction is moved and proposed from the chair.) If the member in charge of the Bill, or any other member, desires that the Bill be committed to some other Committee than a Committee of the whole House, he moves "that the Bill be committed to such-and-such." This is done immediately after the second reading and without notice. If this motion is made later, it must be set down as a notice of motion.

Second Speech may be allowed if the House gives a general assent.

Secretaries of State.—There are five Secretaries of State, viz., for the Colonies, India, War, Home, and Foreign Affairs. See under various headings.

Serjeant-at-arms.—The Serjeant-at-arms is appointed by the Crown. His duties, and those of his Deputy, are to act on such orders as he may receive from the chair in the preservation of order and decorum in the passages and places allotted to strangers, and in the withdrawal of members directed to withdraw or be suspended. He also sees that no strangers are

allowed in any part of the House appropriated to members, and all similar duties which are described under various headings.

Service of the House.—*See* ATTENDANCE OF MEMBERS OR ABSENCE OF MEMBERS.

Session.—A question or an amendment or other matter, which is the same as a question which was resolved in the negative or affirmative may not be again brought before the House during the same session. No allusion may be made to a debate of the same session. But a motion which has been withdrawn or has not been seconded may again be proposed during the same session.

Sessional Orders.—At the commencement of each session these are moved in a series of resolutions by a Minister of the Crown.

Short Title of a Bill.—The short title of a Bill is read by the Clerk at the table, both at the first and second readings. It may be amended in Committee stage or on third reading stage. The “short title” is, as the words imply, its briefest description, *e.g.*, “The Outlawries Bill, 1906.”

Sickness.—By the special indulgence of the House, a member disabled by sickness or infirmity is permitted to speak sitting and uncovered.

Silence.—Members during debate must maintain silence or converse only in a whisper. The House must be silent whenever the Speaker rises during a debate, and any member speaking or then offering to speak must sit down, so that the Speaker may be heard without interruption.

Solicitor-General, The, is a kind of deputy to the Attorney-General. He is almost always an M.P. and a King’s Counsel. His appointment is by the Crown on the recommendation of the Prime Minister, and he quits office with the Government under which he holds office. The Solicitor-General for Scotland and the Solicitor-General for Ireland are not necessarily members of Parliament.

Sovereign.—The conduct of, may be brought up on a motion after notice. His Majesty's name is not to be used for the purpose of influencing either of the two Houses in their deliberations, nor may any member impute motives or use unbecoming or offensive remarks anent the Sovereign in debate, nor may any question be asked which casts reflections on the occupant of the Throne.

Speaker, The.—The first Speaker was Sir T. Hungerford (1376) (to whom that title was expressly given).

(a) **ELECTION OF.**—1. Opening of a new Parliament. The Lords Commissioners, without express direction to that effect in the commission, direct through the Lord Chancellor the Commons to elect a Speaker, and after this is done to present him for His Majesty's royal approbation.

2. During a session. A Minister of the Crown acquaints the House that His Majesty "gives leave to the House to proceed forthwith to the choice of a new Speaker," and when this is done, he acquaints the House that it is His Majesty's pleasure that the House should present their Speaker in the House of Peers for His Majesty's royal approbation.

At the beginning of a new Parliament and after the Sovereign's approval of him, on returning to the House of Commons, he himself first, alone, standing on the upper step of the chair, takes and subscribes the oath; and then it is administered in the first instance to such members, not exceeding five in number, as are of the King's Privy Council, and to members who have held office under the Crown, and afterwards to other members who are present. After signing the roll, they are introduced by the Clerk. As the Speaker walks up the House he makes three obeisances to the chair, and members rise, standing uncovered until he has passed. Standing Order 94 says that members may take and subscribe the oath at any time before the orders of the day, etc., or after, but not during any debate or business, but they mostly do so immediately after questions.

Newly elected members after a general election wait below the bar until they are called upon by the Speaker, and by an ancient

rule of the House are introduced between two members, making their obeisances as they go up to the table, and, after signing the roll, are presented to the Speaker.

(4) HIS DIGNITY AND DUTIES.—The Speaker is the (1) spokesman and representative, and (2) chairman, of the House. As chairman he presides over the deliberations of the House except when in Committee, he maintains order in its debates, enforces the observance of all rules for preserving order in its proceedings, decides questions arising on points of order, puts the question for decision, and declares the decision.

As spokesman, or representative, or “parlour,” or “mouth of the House,” he demands the privileges of the House at the beginning of a new Parliament, communicates its resolutions to others, conveys its thanks, expresses its censure, its reprimands and its admonitions. Issues warrants to execute the orders of the House for the commitment of offenders, writs to fill vacancies among its members, etc.

The mace is his symbol of office.

At the beginning of each Parliament he appoints not more than seven nor less than three members of the House of Commons to perform his duties in issuing new writs in the event of his death, or of his seat becoming vacant, or of his absence from the realm. At the commencement of each session he nominates a panel of not more than five members to act as temporary chairmen of committees when requested by the Chairman of Ways and Means, but these temporary chairmen cannot put the closure.

Members’ speech is directed to the Speaker, not to the House, or to any party on either side of the House, nor as one to another.

Amongst other matters connected with his office are the following :—

1. The Speaker calls on members by name, rising, to speak—“Mr. Blank”—taking members on opposite sides of the House alternately.

New members, first Parliament, have first call by courtesy.

2. The chair cannot be appealed to by a question on a matter

which is for the determination of the House, save on points of order *as they arise*, or on a matter which urgently concerns the proceedings of the House.

3. He checks irrelevant speech or repetition in debate.

4. He represses disorder by enforcing withdrawal of a member below the bar who disobeys the order of the House; suspends members, names members.

5. He is to be heard always in silence, and any member standing is to be seated when he rises.

6. He refers doubtful cases to judgment of the House.

7. He reads speech from the Throne and royal messages.

8. He calls on members to bring up Bills, etc.

9. The Speaker having called upon a member, he is "in possession of the House," and unless he chooses to give way he cannot be interrupted by any member save on a point of order, but this right is allowed discriminately. There ought to be some violation or breach of the rules of the House, as interruptions on supposed points of order are themselves very disorderly. The point of order must be raised at the time. A member rising to interrupt on a point of order, which turns out to be a matter of explanation on remarks he may have interjected while a member was speaking, is held to have spoken, as a personal explanation must concern a speech made, and no member can speak twice to the same question. No member can as of right interrupt another to make an immediate explanation (with certain exceptions). The rule is perfectly clear that until a member is called by name he has no *right* to address the House, and if when called on by name he raises a distinct question of order, he should simply mention the alleged point of order and leave it to the Speaker to decide. A question which is not strictly on a point of order, but which seeks to elicit the opinion of the Speaker on the practice of the House, should not be put to the Speaker. When the Speaker has given his ruling no further reference to it is allowed.

10. Motions as to his conduct or the Chairman's. The conduct of the Speaker or Chairman cannot be questioned, and a charge of a personal character cannot be raised by means of an amendment.

11. In conducting the business of the House the Speaker calls upon members successively in whose names questions appear on the notice paper, and the member so called rises in his place and asks the question by reference to the number on the notice paper.

Notices of Questions must be given by a member in writing to the Clerk at the table, unless the consent of the Speaker has been previously obtained. The copy of question must bear name of member and date when answer is required. Answer to question of which notice has been given may be asked for by deputy, if member who gave notice is not present (unless he has desired to postpone it). Should the member or his deputy not be present, a Minister may rise and make such statement upon the question as the public interest demands. *See QUESTIONS.*

Notices of Motions.—Note that the relative precedence of private members' Bills and Notices of Motions is determined by ballot. When the Speaker calls each name drawn, the member, to secure precedence, must give oral notice for a specified day on a specified subject, followed by a written notice on the same day to the Clerk.

Notices of Amendments.—These are required in the case of new clauses on the consideration of a Bill, and in certain cases of amendments to instructions. Members who have given notices of amendments where these are not compulsory are not entitled to precedence on that account, but in Committee on a Bill the Chairman calls upon members in the order that the amendments bear to the clauses, etc.

12. At the commencement of public business the Speaker calls on those members who have given notice of their intention to present Bills. When it is intended to adjourn the House beyond the next sitting day, previous notice is given here by a Minister.

Motions for leave to bring in Bills.—When these are finished, if the matter for discussion be a motion, the Speaker calls on the member in whose name the motion stands, thus : "Mr. Churchill, Fiscal reform resolution." If the matter for discussion be the

resumption of an adjourned debate, or the second reading of a Bill, these being orders of the day, the Speaker calls upon the Clerk to read the order or orders of the day.

Committee of the whole House.—Unless notice of an instruction thereto has been given, (or when this is disposed of,) the Speaker leaves the chair without question put when the Clerk has read the order of the day, *e.g.*, “The Parish Council Bill: Committee.” The Chairman takes the Clerk’s chair, and calls the several clauses in order, *e.g.*, “Clause 1.” If any amendments, he calls the members in the order that their amendments bear relatively to the order of the words in the clause, *e.g.*, “Mr. Channing, line 1, leave out second word in clause, ‘four,’ and insert ‘three,’” etc. (*See further* CLAUSES.) When the Committee have finished, a motion is made and question put that the Chairman do report the Bill “as amended” or without amendments to the House, and the member in charge, in reply to a question from the Speaker, names a day on which the proceedings are to be resumed in Committee, or a day for the third reading, or for the “report stage.”

13. He counts and adjourns the House. After prayers, and still in the Clerk’s place, he counts the House, and if a quorum is present, he takes the chair. *See further* QUORUM.

14. The Speaker calls upon members to speak. He may withhold his assent from closure. (Closure may be moved only when Speaker, or Chairman, or Deputy Chairman in chair.) In case of irrelevance or repetition, he may desire a member to discontinue his speech. He may decline to put question on dilatory motions.

15. Oath taken by Speaker. *See* OPENING OF NEW PARLIAMENT.

16. Order. By Standing Order 18, names members disregarding authority of chair or abusing rules of House by obstructing the business of the House. Result, suspension.

Orders member to discontinue his speech. *See* RELEVANCE AND REPETITION (Standing Order 19).

Gross disorderly conduct (Standing Order 20).—Orders immediate withdrawal or names (Standing Order 18).

Grave disorder.—If necessary, by Standing Order 21, adjourns House without question put or suspends sitting for a definite period. Deals with divisions frivolously claimed by declaring the decision of the House, or names tellers for a division; but if he declares the decision of the House (*i.e.*, without a division) he counts the minority and gives the numbers to the House.

Directs words to be taken down that a member objects to.

House must be silent when Speaker rises.

17. Questions. Puts these and amendments to. If not heard will again state if asked by a member.

18. Questions to members. Notices of shown to Speaker. Calls successively each member in whose name a question stands. Calls again any question (if time) not asked by absence of member in whose name it is, or not answered because Minister addressed is absent. Questions of an urgent character *quâ* matters of public importance or the arrangement of the business of the House are taken after other questions and without notice previously given in writing. May disallow any question if he thinks it is an abuse of right of questioning.

See also OPENING OF PARLIAMENT.

Speech from the Throne, or “King’s Speech.”—On the return of the Speaker from the House of Peers, where he has been at the bar to hear the King’s Speech read, he passes through the House, the mace being placed upon the table. The House reassembles at 4 o’clock. When the House resumes, the Speaker states that he has been in the House of Peers to hear His Majesty’s most gracious speech read, and that for greater accuracy he has obtained a copy, which he proceeds to read. But before this is done one Bill at least is read by the Clerk by its short title a first time, the sessional orders are passed, and other business is proceeded with. After the royal speech has been read an address in answer is moved and seconded by two members in *levée* dress or full dress, *e.g.*, “Most Gracious Sovereign,—We, your Majesty’s most dutiful and loyal subjects, the

Commons of the United Kingdom of Great Britain and Ireland in Parliament assembled, beg leave to offer our humble thanks to your Majesty for the gracious speech which your Majesty has addressed to both Houses of Parliament," to which amendments are moved by way of addition of words: "We humbly represent to your Majesty that so-and-so." The Address is generally moved and seconded by some comparatively new members who have not addressed the House very often on previous occasions.

Notices of amendments to the Address are handed in to the Clerk as soon as the question is proposed from the chair, and are taken as far as is possible in the order in which the subjects touched by the amendments stand in the King's Speech.

At the prorogation of Parliament by His Majesty the same ceremonies are observed as at the opening. On the Commons with their Speaker arriving at the bar, the Speaker addresses His Majesty on presenting the Supply Bills, and reverts to the most important measures sanctioned by Parliament during the session. The royal assent is then given to the Bills awaiting that sanction, and His Majesty himself or his Chancellor reads his speech to both Houses. After this the Lord Chancellor, being directed by His Majesty, prorogues Parliament. When His Majesty is not present, a commission is issued for the Lords Commissioners therein named to give the royal assent. The Speaker makes no speech when he delivers the money Bills to the Clerk of the Parliaments. The Lord Chancellor reads the royal speech, the Clerk reads the commission for proroguing, and the Lord Chancellor by virtue of this prorogues Parliament accordingly. The royal speech is a review of the proceedings of the session. The Speaker, with members of the Commons, returns to their House, the Speaker without the mace, and he takes his seat in the chair of the Clerk, from which he again reads the Speech from the Throne.

Speeches.—A member is not to read his speech, but may refresh his memory by reference to notes.

Standing Orders.—These may be abrogated or suspended by the vote of the House.

Statutes.—No member may use discrediting words against a Statute except he moves for its repeal.

Strangers.—No member may presume to bring any stranger into any part of the House appropriated to the members of the House while the House or a Committee is sitting.

The Serjeant-at-arms has power to order any stranger whom he may see, or who may be reported to him to be in the portion of the House appropriated to members, to withdraw, and strangers in any other part of the House misconducting themselves to withdraw. The Speaker or the Chairman may also, whenever he thinks fit, order the withdrawal of strangers from any part of the House.

Superseded Orders of the Day.—The question for the second reading of a Bill, or that the Speaker do leave the chair for Committee of Supply, may be superseded by an abstract resolution by way of amendment.

Suspension of Members.—This is referred to under several headings. Irregular behaviour of members may be dealt with in several ways:—

1. Withdrawal of, when disorderly.
2. Suspension of, when grossly disorderly and for obstruction.
3. Suspension of sitting in case of grave disorder among members.
4. Discontinuance of speech, irrelevance or tedious repetition.

Swearing in.—*See* OATH.

Table of the House.—The table is where the clerks of the House sit, below the Speaker's chair. When the House is sitting the mace is laid thereon. In Committee, etc., the mace is under the table, resting on supports at the end of the table.

Petitions, notices of questions, motions, and Bills, are handed to the clerks at the table. Here also the ballot takes place during the session for notices of motion. The first ballot at the beginning of a session or a new Parliament is taken in one of the committee rooms, but all subsequent ballots take place at the table.

Members are not to cross between the chair and the table, nor between the chair and the mace when it is resting on its supports at the end of the table (*i.e.*, off the table). After prayers the Speaker, if he thinks there is not a quorum, takes his seat at the table. He reads speech at prorogation from the Clerk's chair, and when he enters the House for the first time after election as Speaker he occupies the chair at the table. Chairman of Committees of the whole House sits in Clerk's chair at the table.

Taking down of Words.—The modern practice of the House is against this, but if a member objects to words used in debate, and desires them to be taken down, he must repeat the words immediately after they have been uttered. Exception must be taken at once at the time of utterance. If the Speaker or Chairman thinks the words are disorderly, and the sense of the House or Committee agrees with him, he directs the Clerk to take down the words. If in Committee, the words must be reported forthwith to the Speaker.

The objection must be to some definite expression, and in complaining the member must address the chair. Formerly, unless a motion was made to have the words taken down, the Speaker could only call the attention of the member to his having used expressions which were unparliamentary. If an honourable member appeals to the Speaker whether certain words are in order, he cannot at the same time move that the words be taken down. After an appeal on order has been made, a motion is too late. Two courses cannot be proposed to the House. Words may be taken down at the discretion of the Speaker or Chairman, without motion made and debated.

Talking during Debate.—All members should be silent, or, if

it is necessary to converse, this should be done whispering ; if done in a loud tone, the Speaker calls the House to order. (*See* resolution of 5th May, 1641 : “Members must not disturb a member speaking by hissing, exclamations, or other interruptions, and any interruption, if frequent and loud, such as the cry of ‘Question,’ ‘Order, order,’ ‘Hear, hear,’ is not allowed, but not so if offered at the end of a sentence, as these expressions do not offer any interruption to the speech when implying approbation. If obviously used to interrupt then they are out of order.”)

Tellers.—The Speaker directs the “ayes” and “noes” to their respective lobbies, and then appoints two tellers for each party. If two tellers cannot be found for one of the parties, the division cannot take place, and the Speaker forthwith announces the decision of the House. A member is bound to act as teller for that party with whom he has declared himself when appointed by the Speaker, though a member by seconding a motion does not pledge himself to act as teller. For further details, *see* DIVISION.

Temporary Chairman of Committees.—The Speaker nominates, at the commencement of every session, a panel of not more than five members to act as above when requested by the Chairman of Committees. The Chairman sometimes invites another member to take his place temporarily. A temporary Chairman cannot put the closure. *See* CHAIRMAN OF COMMITTEES.

Temporary Laws.—The precise duration of any must be stated in a clause at the end of the Bill. *See* TITLE.

Test-roll, The, is the roll of parchment which a member subscribes after taking the oath or affirmation. Subsequently he is introduced to the Speaker.

Thanks of the House.—Precedence is ordinarily given by courtesy to a motion for a vote of this character.

Third Reading of Public Bills.—When a Bill has been considered as amended, or reported without amendments, it may on motion made be read the third time forthwith, or at a subsequent sitting for which the third reading is appointed. On the order of the day being read for the third reading, a motion is made, and question proposed “That this Bill be now read a third time,” to which amendments may be moved, as on the second reading, and also “That the Bill be recommitted” (either generally or for a limited purpose). On the third reading only *verbal* amendments may be made.

Title of a Bill.—In Committee stage or after the third reading, the title may, if necessary, be amended so as to conform to the contents of the Bill.

NOTE.—The precise duration of every temporary law must be expressed in a distinct clause at the end of the Bill.

Unopposed Business.—Unopposed public business or “exempted” business can be taken after the time for interrupting, and is called upon in its order. After private business and before questions, motions for unopposed returns, leave of absence, etc., may be taken, or after midnight, or sometimes after questions.

Unparliamentary Language.—*See* Appendix.

Unusual Expedition, Bills passed with.—There are no orders which forbid this, and the urgency or justification of the particular circumstances sanctioned by the general concurrence of the House is sufficient, but though the stages may be taken with unusual rapidity, they are as open to discussion as at other times.

Voices.—The opinion of members is collected from their voices, and if their voices and their votes should be at variance, the voice will bind the vote.

Vote of the House.—Every vote of the House is preceded (or supposed to be preceded) by the Speaker putting the question,

and this is done thus : The Speaker, rising from his chair, states or reads the question to the House, beginning with “The question is that.”

As remarked, every vote of the House is preceded (or supposed to be preceded) by the question put as above, except in cases where a vote is a formal direction, in virtue of previous orders : 1614 : “Order, that nothing pass by order of the House without a question, and that no order be without a question, affirmative and negative” ; 1621 : “Resolved, that when a general vote of the House concurreth in a motion propounded by the Speaker, without any contradiction, there needeth no question.”

Votes of Members.—*See* DIVISIONS.

Votes of Thanks.—*See* THANKS OF THE HOUSE.

Wearing of Hats.—A member reserves his seat by placing his hat in the place he intends occupying. If a member speaks to a point of order arising out of or during a division he must do so sitting and wear his hat. When a message direct from the Crown under the sign manual is read to the House from the chair, as soon as the word “Rex” is read the whole of the members uncover standing, but the King’s answer to the address on the King’s Speech, reported by one of the royal household (the Comptroller) in uniform at the bar of the House, not being under the sign manual, members do not uncover. Hats must not be worn on entering or leaving the House proper. No member must go about uncovered except the Whips, who are thereby distinguished. The Whips are by usage the only members who are allowed to leave their hats in the cloak-room.

Whips.—Pairing is conducted privately by individual members, or arranged by the gentlemen known as the “Whips.” The number of “Whips” vary ; in the late Parliament there were seven for the Government. Their duties are to secure a majority for the party they represent by desiring them in person or by circulars

to be present, and also to enlist the sympathies of independent members.

Batches of lithographed circulars are given early in the morning to those messengers who wait outside the Patronage Secretary's room, (which room is used for "whipping,") and these are delivered by hand to every member absent, and the importance of the "whip"—the written note—is shown by the number of underlines to its words. The messengers report, and if there are still absentees, and the demand is an urgent one, then the telephone and telegraph are brought into use. Some secure "pairs." The "Government Whip's" duty is to keep a quorum. Sometimes the "Whips" used to facilitate the arrangement of speakers in debate by getting the names of those members who desired to take part in the debate, but this arrangement has been discountenanced by the Speakers of late years.

The form of a "whip" runs thus, underlined in red ink (five times) :—

"Urgent.

The division on the second reading of the ——— Bill will certainly be taken on ———, when you are most urgently requested to be present in your place without fail."

(Signature of Whip here.)

Other wording and varying emphasis are used according to circumstances.

Writs.—In order to call together a new Parliament, writs of summons are issued from the Crown Office following a royal proclamation and order in Council directing the election of a member of the House of Commons, and also fixing the day that Parliament meets. The form of the writ of election is as follows :—

"Edward the Seventh, by the grace of God of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith.

"To the Mayor of the Borough of Aston Manor, greeting.

"Whereas, by the advice of our Council, we have ordered a Parliament to be holden at Westminster on the ———, we command you that, notice of the time and place of election being first duly given, you do cause election to be made according to law of the member to serve in Parliament for the parliamentary borough of Aston Manor,

"And that you do cause the name of such member when so elected, whether he be present or absent, to be certified to us in our chancery without delay.

"Witness ourself at Westminster the ——— day of ——— in the ——— year of our Lord one thousand nine hundred and six."

The writ is endorsed thus :—

"To the Mayor of the Borough of Aston Manor.

"A writ of a new election of a member for the parliamentary borough of Aston Manor.

"MUIR MACKENZIE,"

"Crown Office in Chancery,

"Palace of Westminster."

The day and the place of meeting must be stated in the writ.

A new session is begun at the time appointed by the King in the royal proclamation, and the cause of summons is in the King's Speech, when the Parliament is then really begun.

During a recess the Speaker puts a notice in the *London Gazette*, and after six days from this insertion issues a warrant to the Clerk of the Crown to make out a new writ, except (1) the return of the late member has been in the office of the Clerk of the Crown fifteen days before the end of the last sitting of the House; (2) the application is made so long before the next meeting of the House for despatch of business that the writ may be issued before the day of meeting, (3) nor in respect of any seat vacated by a member against whose election or return a petition was pending at the last prorogation or adjournment. On the receipt of a certificate from two members and a notification from the member himself the Speaker issues a warrant for a new writ during the recess in the room of any member who since the

adjournment or prorogation has accepted any office whereby he has vacated his seat (except in the case of the Chiltern Hundreds). The acceptance of the stewardship of the Chiltern Hundreds vacates the seat, and allows the same person to be elected elsewhere, but no new writ can be issued for the place vacated during the recess.

A panel of members is appointed by the Speaker at the beginning of each Parliament to act for him *re* writs in case of his death, absence, or vacation of seat (not less than three and not more than seven). During the sitting of Parliament a motion is made by the Chief Whip of the party to which the late member belonged "That Mr. Speaker do issue his warrant to the Clerk of the Crown to make out a new writ for the electing of a member to serve in this present Parliament in the room of——" immediately after prayers or between private business and questions. If from the decision of an election court a vacancy has arisen, notice of the motion must be given, and is taken at the commencement of public business.

APPENDIX A.

RULES FOR THE CONDUCT OF A LOCAL PARLIAMENT OR PARLIAMENTARY DEBATING SOCIETY.

N.B.—*The portions in brackets may be inserted or omitted according as they do or do not apply.*

RULES OF THE SOCIETY.

1. The name of the Society shall be “The —— Name.
Parliament” (or “The —— Parliamentary De-
bating Society”).
2. The Society is established for the purpose of Object.
debating political and social questions (according to
the forms of the House of Commons).
3. The subscription shall be —— per annum. Subscription.
No member shall be permitted to take his seat in
the House or to take any part in the proceedings
of the Society (? House) until his subscription has
been paid.
4. Any male over the age of (? seventeen) shall be Membership.
eligible for membership. Intending members shall
send their names and addresses to the Secretary,
who shall bring the same before the next meeting of
the Council. The Council shall have full power to
reject or accept such persons as members. [Every
member elected shall, subject to the approval of the
Council, select his own constituency, and at his

request his name shall be enrolled as a member of any recognised party in the House.] .

[In lieu of the above it might be provided, where frequent Council meetings are undesirable, that intending members be admitted upon introduction to the Speaker and payment of subscription.]

Officers,
council, and
annual
meeting.

5. The officers of the Society shall be President, Vice-President, Treasurer, and Secretary. [The Speaker and Deputy-Speaker shall be President and Vice-President respectively.] The Council shall consist of the above officers, together with [nine] ordinary members (and the Clerks of the House *ex officio*). The officers and Council shall be elected annually during the month of [September]. [Five] shall form a quorum at meetings of the Council.

Ordinary
meetings.

6. Ordinary meetings of the Society shall be held apart from meetings for debate, at such times as the Council shall determine. A special meeting shall be called by the Secretary on the written request of [twenty] members; and fourteen days' notice of all meetings shall be given [by circular] to the members.

Members having resolutions to bring forward at any meeting shall give seven days' notice of such resolutions in writing to the Secretary.

Other rules may be added bearing upon such topics as admission of visitors, party expenses (*i.e.*, "whips" issued by the opposing parties in a "Parliament") and the appointment of a Serjeant-at-arms. (In the Birmingham "Parliament" a commissionaire in uniform is employed for this office, which is practically that of doorkeeper.)

In addition to the general rules of the Society, another set of regulations will be required in the shape of "Standing Orders." These have reference to the conduct of debates, and must be dealt with at meetings of the "House" in session, not at meetings of the "Society."

STANDING ORDERS [OF THE HOUSE].

1. Sittings shall be during the months of Sep- Session.
tember, October, November, December, January,
February, and March only.

2. The House shall sit on (Saturdays) from Day and
(7 to 9.30 p.m.) hours.

3. The officers of the House shall be Speaker, Officers.
Deputy-Speaker, and two Clerks (one chosen by the
Government and one by the Opposition). In the
absence of the Speaker and Deputy-Speaker, the
chair shall be taken by a member elected temporarily
for that purpose by the House.

4. (Twenty) members must be present to form a Quorum.
quorum.

5. The order of business shall be as follows :— Order of
business.

- (1) Presentation of petitions.
- (2) Introduction of new members.
- (3) Questions.
- (4) Private business.
- (5) Notices of Bills and motions.
- (6) Questions of privilege.
- (7) Orders of the day.
- (8) Statements as to business.

6. No questions shall be put after 7.30. Questions.
(This is to ensure ample time for debate subse-
quently.) Two written copies of each question
shall be handed to the Clerks of the House before
the question is put. One of these copies shall be
handed by the Clerk to the Speaker, and the other
to the Minister or member to whom the question is
addressed.

7. The right to form a Ministry shall be decided Ministry.
by ballot between the several leaders at the com-
mencement of each session. No party shall remain
in power longer than one-half of session, except by
agreement between the leaders.

It shall be the duty of the Ministry to provide
matter for debate at every sitting of the House, due

- facilities being allowed for private members to introduce and carry through all its various stages one Bill at least during each half of the session.
- Bills.** S. All Bills shall be introduced at the close of a sitting prior to their discussion.
- Private members shall ballot for selection of Bills to be introduced by them.
- Length of speeches.** 9. The leader of each recognised party in the House shall have fifteen minutes, opener in a debate twenty minutes, Ministers and Opposition Front Bench ten minutes, and each member of the House eight minutes. Openers of debate shall have final speech of eight minutes.
- When a member has spoken eighteen, thirteen, eight, or six minutes, as the case may be, a warning bell will be rung, and in two minutes the bell will ring again, when the member must resume his seat.
- Length of debate.** 10. No one debate shall occupy more than two sittings of the House.
- Constituencies.** 11. Members of the House shall take constituencies as at present represented at Westminster.
- Members' tickets.** 12. No person shall be allowed to enter the House without a ticket of admittance. All members must show their tickets on entering the House to the Serjeant-at-arms. If a member has not his ticket with him, he must obtain a written permit from the Clerk of the House before being allowed to enter.
- Conduct of members.** 13. Members must stand uncovered and address all their remarks to the Speaker, it being out of order for a member to address his speech to the House, or to any party on either side of the House.
- A member must not read his speech (but may read extracts or refer to notes) nor speak generally.
- A member may only speak once on any question, unless to explain when he has been misquoted or misunderstood.
- A member shall not read books, newspapers, or

letters, not relating to the business of the House : nor cross between the chair and the member speaking.

Members must enter and leave the House with decorum, making obeisance to the chair.

14. The Speaker or Chairman shall have power to decide any question relative to the procedure of the House not dealt with in the foregoing Standing Orders, in such manner as he shall deem it to be most in harmony with the customs and precedents of Parliament. Discretionary power of Speaker.

15. No alteration, addition to, or suspension of any of these orders shall be made except at an adjournment of the House, and one week's notice of motion of adjournment and proposed alteration shall be given. Alteration of orders.

N.B.—It is not suggested that these rules or Standing Orders are either complete or applicable to all societies alike. The object in quoting them is to give a sort of basis upon which each society or "Parliament" can frame its own regulations. The importance of having the Standing Orders as brief as possible cannot be over-stated. It will be found in practice that it is best to leave procedure largely to the discretion of the Speaker, as provided in Clause 14. This saves much disputation, and, in the control of a competent Speaker, works well.

APPENDIX B.

UNPARLIAMENTARY EXPRESSIONS.

THE following expressions have been ruled to be not in accordance with parliamentary custom, and their withdrawal has been required by successive Speakers :—

Advocating an unworthy cause.
Agitator, Tory hired.
Arcades ambo.
Atheism, on the side of.
Atheism, representative of.
Atheism, colleagues in.
Bad.
Bad language.
Bad manners, example of.
Barbarian, perfidious.
Beastly bellowing.
Beaten and disgraced man.
Behaving like a gentleman, not.
Believing, not.
Bigoted malevolent young puppy.
Blasphemer.
Blackguardism, judicial.
Bloodthirsty speech.
Bribery, guilty of.
Brutal.
Brutal and bloody.
Brutal majority.

Calumnious. (This expression has been held to be unparliamentary by Mr. Speaker Gully, but has been allowed by other Speakers.)

Calumnious and false charges.

Calumnious and lying.

Calumnious and malicious.

Calumny, gross (also atrocious).

Calumny, more a foul.

Cerberus, political.

Charges of falsehood.

Civil war, to advocate.

Conscience, did not act according to their.

Conscience, never had a.

Contrary to the decencies of society.

Correct, state that which he knew not to be.

Corrupt House.

Corruption, in the grossest practices of.

Courage, imputation of want of.

Coward.

Cowardly and wanton.

Cowardly attack.

Creatures, subservient.

Credible, scarcely.

Crime, has turned a crime at his pleasure.

Criminal ("a criminal explanation of policy").

Criminals, shields.

Damnabale.

Damnabale character, of a most.

Damned.

Damned liar.

Debauchery, noted for his.

Deceit, intentional.

Deceived the public.

Deliberate attempt to prevent justice.

Deliberate untruth.

Dictatorship of intrigue and incapacity.

Dirty trick.

Dirty trick debate.

Discourteous.
Discreditable exhibition.
Disgraced and beaten man.
Disgraceful.
Disgraceful statement.
Disgraceful vote.
Dishonest and hypocritical.
Dishonesty.
Dishonest tactics.
Dishonourable proceeding.
Disorderly and rebellious.
Disorderly conduct, inspiring.
Document, falsified a.
Dodge.
Dummy.
Duplicity.
Eavesdropper.
Expert in honour.
Fact, opposed to.
False, entirely.
Falsehood.
False issue.
False scent.
Fenian.
Firebrand.
Foreigners, hateful (applied to Government).
Foul language of the noble lord (Gladstone).
Gag.
Grimaces of a mountebank and spite of a viper.
Handy Andy.
Hateful foreign assembly, House was a.
Hell (go to, or Connaught).
Hired Tory agitator.
Honest ("if an honest politician").
Honourable, not.
Honour, fragile, of.
Hound, miserable.
House has lost its character as a deliberative body.

Howls, unseemly.
 Humbug.
 Humbug, "tommy-rot."
 Humbugging.
 Hungry Hamiltons
 Hypocritical.
 Hypocritical and dishonest.
 Idiotic style.
 Impertinence.
 Impertinent.
 Improper motives (also "under improper influences").
 Improperly voting.
 Impudence.
 Incapacity and intrigue, dictatorship of.
 Inciting to break the law.
 Inconsistent with his character.
 Indecent purpose.
 Independent, not.
 Infamous and vile.
 Infidel (also "Infidel blasphemer").
 Insinuation which no honourable man would utter.
 Insolence.
 Insolent.
 Insolent and scornful terms.
 Insult ("They can insult the Afghans").
 Insulting manner.
 Interruption, worse for their.
 Inventing that, you are.
 Irreligion and atheism.
 Job, perpetrated.
 Jockeyed out of his opportunity.
 Jocose and rather idiotic style.
 "Judas."
 Judicial blackguardism.
 Keep his word, ought to learn to.
 Language of the pothouse.

Liar.
Lies, palpable.
Loose in statements made.
Low and scurrilous.
Maiming and mutilation of men.
Malicious and calumnious.
Malignant slander.
Man of honour ("not a man of honour").
Member (should be "honourable member").
Members, recreant.
Members on one side accorded privileges that the other side were not.
Members to disgrace the House.
Menaces or menacing language, *e.g.*, worse for their interruption.
Mendacious (also "mendaciously").
Methods were criminal.
Miserable and petty display of temper.
Misrepresentation.
Motives, unworthy.
Murder and assassination sanctioned by.
Murderous ruffian.
Obstruction, imputation of wilful.
Offensive.
Offensive bad taste.
Outrage and murder, appealing to.
Pandering ("approaching to trickery and pandering").
Perjury.
Perpetrated job.
Pharisees and hypocrites.
Philip drunk to Philip sober (applied to members).
Poltroon.
Practice, sharp.
Practices, dishonest.
Pretence ("having on the pretence").
Prevent ("a deliberate attempt to prevent debate or justice").

Pro-Boer.

Quibble, ("a legal quibble worthy of").

Rebellious and disorderly.

Recreant members.

Refuse ("returned by the refuse of a large constituency").

Respect, will have lost all claim to our.

Reverend member.

Reverse of truth, statements the.

Robbing.

Ruffianism.

Scandalous.

Scandalous and unfounded assertions.

Scent, on a false.

Scornful and insolent terms.

Scurrility, vulgar and venomous.

Scurrilous and low.

Sea-serpent, young.

Secured by stealth.

Seditious and blasphemous.

Shabby way, treated the Bill in a.

"Shame! gag! scandalous!"

"Shame, shame!" cries of.

Shameful.

Sharp practice.

Shields criminals.

Shrink from nothing.

Shuffling.

Slandering.

Snobs and swells.

Speeches: "Two speeches from the same side!"
(addressed to the Speaker).

Spite, dictated by.

Statements the reverse of truth.

Straightforwardness, imputation of want of.

Subservient creatures.

Subterfuge.

• Subterfuge, sheltering himself behind a miserable.

Swindling speech (also "another Treasury swindle").

Traitor.

Treason, pander to.

Treason, talking.

Truth, breaches of.

Tyrant.

Ungentlemanly.

Untrue.

Untruth.

Vermin.

Villains.

Vindictive.

Vulgar and venomous scurrility.

Vulgar abuse and falsehood.

Wilful waste of time of the House.

Wiseacres of the House.

Without thinking.

Wretch.

APPENDIX C.

THE STANDING ORDERS OF THE HOUSE OF COMMONS.

THE Standing Orders here set out are those only which may be useful to local Houses and those that have some bearing on the procedure of the House of Commons as set out in the pages of this handbook. The details concerning private business, privileges, resolutions, Committees of Supply and Ways and Means, and other Committees are of themselves a valuable aid in the study of constitutional law, but are hardly suitable for an elementary work of this description.

I. SITTINGS OF THE HOUSE.

1. Unless the House otherwise order, the House shall meet every Monday, Tuesday, Wednesday, and Thursday at two of the clock for an afternoon sitting, and at nine of the clock for an evening sitting. Sittings of
the House.

2. At one of the clock at the evening sitting the Speaker shall adjourn the House without question put, unless a Bill originating in Committee of Ways and Means, or unless proceedings made in pursuance of an Act of Parliament or Standing Order, or otherwise exempted, as hereinafter provided, from the operation of this Standing Order, be then under consideration.

3. At half-past seven of the clock and at midnight

on Mondays, Tuesdays, Wednesdays, and Thursdays, except as aforesaid, and at half-past five on Fridays, the proceedings on any business then under consideration shall be interrupted; and if the House be in Committee, the Chairman shall leave the chair, and make his report to the House; and if a motion has been proposed for the adjournment of the House, or of the debate, or in Committee that the Chairman do report progress or do leave the chair, every such dilatory motion shall lapse without question put.

4. Provided always that on the interruption of business the closure may be moved; and if moved, or if proceedings under the closure rules be then in progress, the Speaker or Chairman shall not leave the chair until the questions consequent thereon and on any further motion, as provided in the rule "Closure of Debate," have been decided.

5. After the business under consideration at twelve and half-past five respectively has been disposed of no opposed business shall be taken; and after the business under consideration at half-past seven of the clock has been disposed of no other business shall be taken.

6. All business appointed for any sitting, and not disposed of before the termination of the sitting, shall stand over until the next sitting, or until such other sitting on any day on which the House ordinarily sits as the member in charge of the business may appoint.

7. A motion may be made by a Minister of the Crown at the commencement of public business, to be decided without amendment or debate, to the following effect: "That the proceedings on any specified business, if under discussion at twelve this night, be not interrupted under the Standing Order 'Sittings of the House,'" or to the following effect: "That the proceedings on any specified business, if

under discussion on the interruption of business at this afternoon's sitting, be resumed and proceeded with, though opposed, after the interruption of business at this evening's sitting."

8. Provided always that after any business excepted from the operation of this order is disposed of the remaining business of the sitting shall be dealt with according to the provisions applicable to business taken after twelve o'clock.

9. Provided also that the Chairman of Ways and Means do take the chair as Deputy-Speaker, when requested so to do by Mr. Speaker, without any formal communication to the House; and that Mr. Speaker shall nominate at the commencement of every session a panel of not more than five members to act as temporary chairmen of committees when requested by the Chairman of Ways and Means.

[NOTE.—Proceedings made in pursuance of an Act of Parliament include some of the schemes, orders, and statutory rules and other documents which, by the terms of several Acts of Parliament, are necessary to be laid for a specified period on the table of the House, in order that the House may have an opportunity for signifying its disapproval.

Where the Act requires this to be done, and thereby in so laying them on the table, this is ruled to give effect to the expression of the disapproval of the House, and the discussion can be treated as "exempted business," but otherwise not. The Army Annual Bill is always "exempted business."

Section 7.—This provides for business to be treated as "exempted business."]

II. DURATION OF FRIDAY SITTINGS.

The House shall meet every Friday at twelve o'clock at noon for private business, petitions, orders of the day, and notices of motions, and shall

Friday
sitting.

continue to sit until six o'clock, unless previously adjourned.

1

III. TERMINATION OF FRIDAY SITTINGS.

When such business has been disposed of, or at six o'clock precisely, notwithstanding there may be business under discussion, Mr. Speaker shall adjourn the House without putting any question.

IV. ARRANGEMENT OF PUBLIC BUSINESS.

Precedence
of business at
different
sittings.

Unless the House otherwise direct—

(a) Government business shall have precedence at every sitting, except the evening sittings on Tuesday and Wednesday and the sitting on Friday.

(b) At the evening sittings of Tuesday and Wednesday notices of motion and public Bills, other than Government Bills, shall have precedence of Government business.

(c) After Easter Government business shall have precedence at the evening sittings of Tuesday.

(d) After Whitsuntide, until Michaelmas, Government business shall have precedence at all evening sittings, and at all Friday sittings, except the sittings on the third and fourth Fridays after Whit Sunday.

(e) At the evening sittings at which Government business has not precedence notices of motion shall have precedence of orders of the day.

(f) At all afternoon sittings the House will first proceed with petitions, motions for unopposed returns and leave of absence to members, giving notices of motions, and unopposed private business.

V. ARRANGEMENT OF GOVERNMENT BUSINESS.

Government
business.

On days on which Government business has priority the Government may arrange such Government business, whether orders of the day or notices of motion, in such order as they think fit.

VI. PRECEDENCE OF BILLS AFTER WHITSUNTIDE.

After Whitsuntide public Bills, other than Government Bills, shall be arranged on the order book so as to give priority to the Bills most advanced, and Lords' amendments to public Bills appointed to be considered should be placed first, to be followed by third readings, consideration of report, Bills in progress in Committee, Bills appointed for Committee, and second readings.

VII. PERIOD FOR WHICH NOTICES OF MOTION
MAY BE GIVEN.

No notice shall be given beyond the period which shall include the four days next following on which notices are entitled to precedence, due allowance being made for any intervening adjournment of the House, and the period being in that case so far extended as to include four notice days falling during the sitting of the House.

IX. QUESTIONS.

1. Notices of questions shall be given by members Questions.
in writing to the Clerk at the table, without reading them *viva voce* in the House, unless the consent of the Speaker to any particular question has been previously obtained.

2. On days when there are two sittings of the House questions shall be taken at a quarter past two of the clock.

3. No questions shall be taken after five minutes before three of the clock, except questions which have not been answered in consequence of the absence of the Minister to whom they are addressed, and questions which have not appeared on the paper, but which are of an urgent character, and relate either to matters of public importance or to the arrangement of business.

4. Any member who desires an oral answer to his question may distinguish it by an asterisk (starred), but notice of any such question must appear at latest on the notice paper circulated on the day before that on which an answer is desired.

5. If any member does not distinguish his question by an asterisk (starred), or if he or any other member deputed by him is not present to ask it, or if it is not reached by five minutes before three of the clock, the Minister to whom it is addressed shall cause an answer to be printed and circulated with the votes, unless the member has signified his desire to postpone the question.

X. ADJOURNMENT ON MATTER OF URGENT PUBLIC IMPORTANCE.

Adjournment
on urgent
matters.

No motion for the adjournment of the House shall be made until all the questions asked at the commencement of business at the afternoon sitting have been disposed of, and no such motion shall be made before the orders of the day or notices of motion have been entered upon, except by leave of the House, unless a member rising in his place at an afternoon sitting shall propose to move the adjournment for the purpose of discussing a definite matter of urgent public importance, and not less than forty members shall thereupon rise in their places to support the motion, or unless (if fewer than forty members and not less than ten shall thereupon rise in their places) the House shall on a division, upon question put, forthwith determine whether such motion shall be made. If the motion is so supported, or the House so determines that it shall be made, it shall stand over until the evening sitting of the same day.

XI. BRINGING IN BILLS AT COMMENCEMENT OF PUBLIC BUSINESS.

Motions for
leave to bring
in Bills.

On Tuesdays and Wednesdays and, if set down

by the Government, on Mondays and Thursdays, motions for leave to bring in Bills may be set down for consideration at the commencement of public business. If such motions be opposed, Mr. Speaker, after permitting, if he thinks fit, a brief explanatory statement from the member who moves and from the member who opposes any such motion respectively, may, without further debate, put the question thereon, or the question that the debate be now adjourned.

XII. ORDERS OF THE DAY.

At the time fixed for the commencement of public business on days on which orders have precedence of notices of motion, and after the notices of motion have been disposed of on all other days, Mr. Speaker shall direct the Clerk at the table to read the orders of the day without any question being put.

Orders of day
to be read
without
question put.

XIII. ORDERS OF THE DAY: HOW DISPOSED OF.

The orders of the day shall be disposed of in the order in which they stand upon the paper, the right being reserved to His Majesty's Ministers of placing Government orders or motions at the head of the list in the rotation in which they are to be taken on the days on which Government Bills have precedence.

How
disposed of.

XVIII. ORDER IN THE HOUSE.

1. Whenever any member shall have been named by the Speaker, or by the Chairman of a Committee of the whole House, immediately after the commission of the offence of disregarding the authority of the chair or of abusing the rules of the House by persistently and wilfully obstructing the business of the House, or otherwise, then, if the offence has been committed by such member in the House, the

Order in
debate.

Speaker shall forthwith put the question, on a motion being made, no amendment, adjournment, or debate being allowed, that such member be suspended from the service of the House; and if the offence has been committed in a Committee of the whole House, the Chairman shall forthwith suspend the proceedings of the Committee and report the circumstance to the House; and the Speaker shall, on a motion being made thereupon, put the same question without amendment, adjournment, or debate, as if the offence had been committed in the House itself.

2. If any member be suspended under this order, his suspension on the first occasion — (left blank in Standing Order).

3. Provided always that suspension from the service of the House shall not exempt the member so suspended from serving on any Committee for the consideration of a private Bill to which he may have been appointed before his suspension.

4. Provided also that not more than one member shall be named at the same time, unless several members present together have jointly disregarded the authority of the chair.

5. Provided also that if any member or members, acting jointly, who have been suspended under this order from the service of the House, shall refuse to obey the direction of the Speaker when severally summoned under the Speaker's orders by the Serjeant-at-arms to obey such direction, the Speaker shall call the attention of the House to the fact that recourse to force is necessary in order to compel obedience to his direction, and the member or members named by him as having refused to obey his direction shall thereupon, and without further question put, be suspended from the service of the House during the remainder of the session.

6. Provided always that nothing in this resolution shall be taken to deprive the House of the power of proceeding against any member according to ancient usage.

XIX. IRRELEVANCE OR REPETITION IN DEBATE.

Mr. Speaker or the Chairman, after having called the attention of the House or of the Committee to the conduct of a member who persists in irrelevance or tedious repetition either of his own arguments or of the arguments used by other members in debate, may direct him to discontinue his speech.

Irrelevance
or repetition.

XX. GROSSLY DISORDERLY CONDUCT.

1. Mr. Speaker or the Chairman shall order members whose conduct is grossly disorderly to withdraw immediately from the House during the remainder of the day's sitting; and the Serjeant-at-arms shall act on such orders as he may receive from the chair in pursuance of this resolution. But if, on any occasion, Mr. Speaker or the Chairman deems that his powers under this Standing Order are inadequate, he may name such member or members in pursuance of the Standing Order 18, "Order in Debate," or he may call upon the House to adjudge upon the conduct of such member or members.

Grossly
disorderly
conduct.

2. Provided always that members who are ordered to withdraw under this Standing Order, or who are suspended from the service of the House under the Standing Order 18, "Order in Debate," shall forthwith withdraw from the precincts of the House, subject, however, in the case of such suspended members, to the proviso in that Standing Order regarding their service on private Bill Committees.

XXI. SPEAKER ADJOURNS THE HOUSE WITHOUT QUESTION PUT OR SUSPENDS SITTING.

Grave disorder.

In the case of grave disorder arising in the House, the Speaker may, if he thinks it necessary to do so, adjourn the House without question put, or suspend any sitting for a time to be named by him.

XXII. ADJOURNMENT AND COUNTING OUT.

Debate on motion for adjournment.

When a motion is made for the adjournment of the debate, or of the House during any debate, or that the Chairman do report progress, or do leave the chair, the debate thereupon shall be confined to the matter of such motion; and no member having moved or seconded any such motion shall be entitled to move or second any similar motion during the same debate.

XXIII. DILATORY MOTIONS; ABUSE OF RULES.

Dilatory motions.

If Mr. Speaker, or the Chairman of a Committee of the whole House, shall be of opinion that a motion for adjournment of a debate, or of the House during any debate, or that the Chairman do report progress, or do leave the chair, is an abuse of the rules of the House, he may forthwith put the question thereupon from the chair, or he may decline to propose the question thereupon to the House.

XXIV. ADJOURNMENT FROM FRIDAY TO MONDAY.

Friday to Monday adjournment.

While the Committees of Supply and Ways and Means are open the House when it meets on Friday shall at its rising stand adjourned until the following Monday without any question being put, unless the House shall otherwise resolve.

XXV. ADJOURNMENT FOR WANT OF QUORUM.

At an evening sitting the House shall not be counted before ten o'clock, but if on a division taken on any business at an evening sitting before ten o'clock it appears that forty members are not present, the business shall stand over until the next sitting of the House, and the next business shall be taken.

Counting out
at evening
sittings.

XXVI. CLOSURE OF DEBATE.

1. After a question has been proposed a member rising in his place may claim to move "That the question be now put," and, unless it shall appear to the chair that such motion is an abuse of the rules of the House or an infringement of the rights of the minority, the question "That the question be now put" shall be put forthwith, and decided without amendment or debate.

Closure.

2. When the motion "That the question be now put" has been carried, and the question consequent thereon has been decided, any further motion may be made (the assent of the chair, as aforesaid, not having been withheld) which may be requisite to bring to a decision any question already proposed from the chair; and also, if a clause be then under consideration, a motion may be made (the assent of the chair, as aforesaid, not having been withheld) that the question that certain words of the clause defined in the motion stand part of the clause, or "That the clause stand part of, or be added to, the Bill," be now put. Such motions shall be put forthwith, and decided without amendment or debate.

3. Provided always that this rule shall be put in force only when the Speaker or the Chairman of Ways and Means is in the chair.

XXVII. CLOSURE, MAJORITY REQUIRED FOR.

Closure
majority.

Questions for the closure of debate under Standing Order "Closure of Debate" (26) shall be decided in the affirmative, if, when a division is taken, it appears by the numbers declared from the chair that not less than 100 members voted in the majority in support of the motion.

XXVIII. DIVISIONS.

Turning of
two-minute
sand-glass.

So soon as the voices have been taken the Clerk shall turn a two-minute sand-glass, to be kept on the table for that purpose, and the doors shall not be closed until after the lapse of two minutes, as indicated by such sand-glass.

XXIX. DIVISIONS (*continued*).

Time for
closing the
doors.

The doors shall be closed so soon after the lapse of two minutes as the Speaker or the Chairman of the Committee of the whole House shall think proper to direct.

XXX. DIVISIONS (*continued*).

Division
frivolously
claimed.

Mr. Speaker or the Chairman may after the lapse of two minutes, as indicated by the sand-glass, if, in his opinion, the division is frivolously or vexatiously claimed, take the vote of the House or Committee by calling upon the members who support and who challenge his decision successively to rise in their places; and he shall thereupon, as he thinks fit, either declare the determination of the House or Committee, or name tellers for a division. And, in case there is no division, the Speaker or Chairman shall declare to the House or the Committee the number of the minority who had challenged his decision, and their names shall be thereupon taken down in the House and printed with the lists of divisions.

[NOTE.—This list is not now printed, only the numbers are given.]

XXXI. PUBLIC BILLS.

1. When any Bill shall be presented by a member, in pursuance of an order of the House, or shall be brought from the Lords, the questions "That this Bill be now read a first time," and "That this Bill be printed," shall be decided without amendment or debate.

Presentation in pursuance of an order of the House and first reading and printing.

2. A member may, if he thinks fit, after notice, present a Bill without an order of the House for its introduction; and when a Bill is so presented, the title of the Bill shall be read by the Clerk at the table, and the Bill shall then be deemed to have been read a first time, and shall be printed.

XXXII. ORDERS FOR COMMITTEE, PROCEDURE ON.

When a Bill or other matter (except Supply or Ways and Means) has been partly considered in Committee, and the Chairman has been directed to report progress, and ask leave to sit again, and the House shall have ordered that the Committee shall sit again on a particular day, the Speaker shall, when the order for the Committee has been read, forthwith leave the chair without putting any question, and the House shall thereupon resolve itself into such Committee.

Orders for Committee.

XXXIII. REFERENCE OF BILLS TOGETHER TO COMMITTEE.

Bills which may be fixed for consideration in Committee on the same day, whether in progress or otherwise, may be referred together to a Committee of the whole House, which may consider on the same day all the Bills so referred to it without the Chairman leaving the chair on each separate Bill, provided that, with respect to any Bill not in progress, if any member shall object to its consideration

Reference to Committee.

in Committee, together with other Bills, the order of the day for the Committee on such Bill shall be postponed.

XXXIV. BILLS AMENDED IN COMMITTEE.

Amendments
in Committee.

It shall be an instruction to all Committees of the whole House to which Bills may be committed that they have power to make such amendments therein as they shall think fit, provided they be relevant to the subject-matter of the Bill, but that, if any such amendments shall not be within the title of the Bill, they do amend the title accordingly and do report the same specially to the House.

XXXV. PREAMBLE POSTPONED.

Preamble.

In Committee on a Bill, the preamble shall stand postponed until after the consideration of the clauses, without question put.

[NOTE.—Preambles are unusual and unnecessary now in public Bills.]

XXXVII. QUESTION NOT TO BE PUT IN BLANKS.

Blanks.

In going through a Bill no questions shall be put for the filling up words already printed in italics, and commonly called blanks, unless exception be taken thereto, and if no alterations have been made in the words so printed in italics, the Bill shall be reported without amendments, unless other amendments have been made thereto.

XXXVIII. PROCEDURE; NEW CLAUSE OFFERED.

New clauses.

On a clause being offered in the Committee on the Bill, or on the consideration of report of a Bill, Mr. Speaker or the Chairman shall desire the member to bring up the same, whereupon it shall be read a first time without question put, but no clause shall be offered on consideration of report without notice.

XXXIX. REPORT STAGE OF BILLS.

At the close of the proceedings of a Committee of the whole House on a Bill the Chairman shall report the Bill forthwith to the House, and when amendments shall have been made thereto, the same shall be received without debate, and a time appointed for taking the same into consideration. Report stage.

XL. CONSIDERATION STAGE OF AMENDED BILL.

When the order of the day for the consideration of a Bill, as amended in the Committee of the whole House, has been read, the House shall proceed to consider the same without question put unless the member in charge thereof shall desire to postpone its consideration, or a motion shall be made to recommit the Bill.

XLI. AMENDMENTS ON REPORT STAGE.

Upon the report stage of any Bill no amendment may be proposed which could not have been proposed in Committee without an instruction from the House.

XLII. AMENDMENTS ON THIRD READING STAGE.

No amendments not being merely verbal shall be made to any Bill on the third reading. Third reading.

XLIII. LORDS' AMENDMENTS.

Lords' amendments to public Bills shall be appointed to be considered on a future day, unless the House shall order them to be considered forthwith. Lords' amendments.

XLV. TEMPORARY LAWS, DURATION OF.

The precise duration of every temporary law shall be expressed in a distinct clause at the end of the Bill. Temporary laws.

LI. COMMITTEES OF THE WHOLE HOUSE.

When
Speaker
leaves chair.

Whenever an order of the day is read for the House to resolve itself into Committee (not being a Committee to consider a message from the Crown, or the Committee of Supply, or the Committee on the East India revenue accounts), the Speaker shall leave the chair without putting any question, and the House shall thereupon resolve itself into such Committee, unless notice of an instruction thereto has been given, when such instruction shall be first disposed of.

LII. COMMITTEE OF WHOLE HOUSE (*continued*).

When Chair-
man leaves
the chair.

When the Chairman of a Committee has been ordered to make a report to the House, he shall leave the chair without question put.

LIII. COMMITTEE OF WHOLE HOUSE (*continued*).

Report
brought up.

Every report from a Committee of the whole House shall be brought up without any question being put.

LXXXI. SPEAKER.

Deputy-
Speaker and
Deputy-
Chairman.

1. Whenever the House shall be informed by the Clerk at the table of the unavoidable absence of Mr. Speaker, the Chairman of the Committees of Ways and Means shall perform the duties and exercise the authority of Speaker in relation to all proceedings of this House, as Deputy-Speaker, until the next meeting of the House, and so on from day to day, on the like information being given to the House, until the House shall otherwise order, provided that if the House shall adjourn for more than twenty-four hours the Deputy-Speaker shall continue to perform the duties and exercise the authority of Speaker for twenty-four hours only after such adjournment.

2. At the commencement of every Parliament or from time to time as necessity may arise, the House may appoint a Deputy-Chairman, who shall, whenever the House is informed by the Clerk at the table of the unavoidable absence of the Chairman of Ways and Means, be entitled to exercise all the powers vested in the Chairman of Ways and Means, including his powers as Deputy-Speaker.

LXXXVIII. STRANGERS.

The Serjeant-at-arms attending this House shall, from time to time, take into his custody any stranger whom he may see, or who may be reported to him to be, in any part of the House or gallery appropriated to members of this House, and also any stranger who, having been admitted into any other part of the House or gallery, shall misconduct himself, or shall not withdraw when strangers are directed to withdraw while the House or any Committee of the whole House is sitting; and no person so taken into custody shall be discharged out of custody without the special order of the House.

Powers of Serjeant-at-arms with respect to strangers.

LXXXIX. STRANGERS (*continued*).

No member of this House shall presume to bring any stranger into any part of the House or gallery appropriated to the members of this House while the House or a Committee of the whole House is sitting.

Places to which strangers are not admitted.

XC. STRANGERS (*continued*).

Except when Mr. Speaker or the Chairman of a Committee of the whole House shall otherwise direct, his order for the withdrawal of strangers during a division shall be understood to apply to strangers occupying seats below the bar and in the

Withdrawal of strangers during divisions.

front gallery, and shall be enforced by the Serjeant-at-arms accordingly.

XCI. STRANGERS (*continued*).

Withdrawal
of strangers
from the
House.

If at any sitting of the House, or in Committee, any member shall take notice that strangers are present, Mr. Speaker or the Chairman (as the case may be) shall forthwith put the question "That strangers be ordered to withdraw," without permitting any debate or amendment, provided that the Speaker or the Chairman may, whenever he thinks fit, order the withdrawal of strangers from any part of the House.

SESSIONAL ORDER.

BALLOT FOR BILLS AND MOTIONS.

Ballot for
Bills.

That no Bills, other than Government Bills, be introduced in anticipation of the ballot, and that all members who desire to ballot, whether for Bills or for motions, for Tuesday, February —, and Tuesday, February —, and Wednesday, February —, and Wednesday, February —, do hand in their names at the table during the sitting of the House on the first or second day of the session, and that a copy of such notices be handed in at the latest during the sitting of the House on the third day of the session.

That the ballot for the precedence of the said Bills and motions be taken on the third day on which the House sits at a convenient time and place, to be appointed by Mr. Speaker, and that the presentation of Bills on the fourth sitting day be taken as soon after twelve o'clock as Mr. Speaker may deem convenient.

APPENDIX D.

MOTIONS WHICH ARE PUT WITHOUT AMENDMENT OR DEBATE.

THE following motions are put to the House without amendment or debate :—

Adjournment of the House (after interruption of business).

Committal of Bills.

Discharge or postponement of orders of the day.

Closure.

Suspension of members.

Debate *only* is allowed on the following, but no amendment :—

Dilatory motions for adjournment of the House or of the debate.

Formal motion for adjournment of debate (in order to secure right of opening next day).

Leave to bring in a Bill.

That Chairman report progress.

The previous question.

Adjournment on matter of urgent public importance.

That Chairman do leave the chair.

On the motion that the Speaker do leave the chair on the House going into Committee of Supply or Ways and Means one amendment is allowed, and debate may follow.

On the motion that a Bill be now read a third time verbal amendments only may be proposed, with debate.

APPENDIX E.

SPECIMEN BILL FOR DISCUSSION BY A LOCAL "PARLIAMENT."

[THE Bill set out below is under discussion by the Birmingham Parliament at the time of this work going to press.]

[6 EDW. 7.] *Trades Unions and Trade Disputes.*

A BILL TO AMEND THE LAW RELATING TO TRADES UNIONS AND TRADE DISPUTES.

BE it enacted by the King's most Excellent Majesty, by and with the advice and consent of the Lords Spiritual and Temporal, and Commons, in this present Parliament assembled, and by the authority of the same, as follows:—

1. It shall be lawful for any person or persons acting either on their own behalf or on behalf of a trade union or other association of individuals, registered or unregistered, in contemplation of or during the continuance of any trade dispute, to attend for any of the following purposes at or near a house or place where a person resides or works, or carries on his business, or happens to be—

- (1) for the purpose of peacefully obtaining or communicating information ;
- (2) for the purpose of peacefully persuading any person to work or abstain from working.

2. An action shall not lie against a trade union or other association aforesaid for the recovery of

damage sustained by any person or persons by reason of any act or conduct of a member or members of such trade union or other association aforesaid, unless the member doing the acts complained of can lawfully be held to be an agent of the trade union, or unless such acts have been adopted or ratified by such union.

Provided always that no funds of a trade union allocated solely for benevolent or charitable purposes shall be made liable for damages for acts done in furtherance of trade disputes only.

3. It shall be lawful for any trade union or other association of individuals, registered or unregistered, to promote the election to Parliament or to any local authority, or to combine with other trade unions or other associations of individuals to promote such election of any person legally entitled to be so elected, and being a member of a trade union or of any of the associations so combining; and to use their joint and several funds for the promotion of such elections and for the maintenance or assistance of any such persons elected to sit in Parliament or upon any local authority; such promotions being deemed to be one of the objects of the trade union.

Provided that no funds of a trade union allocated solely for benevolent or charitable purposes shall be used in the furtherance of this object.

4. The expression "trade union" in this Act shall have the same meaning as in the Trade Union Act, 1871, as amended by the Trade Union Act, 1876.

5. "Trade dispute" means a dispute concerning the rate of wages or other terms of employment.

6. This Act may be cited as the "Trade Union Law Amendment Act, 1906."

(BILL 3.)

(A.D. 1906.)

GOD SAVE THE KING.

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